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A comprehensive, integrated community effort on the part of interested and capable educational and social agencies of Providence was proposed. Changes were sought in existing educational arrangements and requirements which would assist disadvantaged youth in the inner city to cope effectively with problems of behavior, school leaving, employment, and social adjustment. The aim was to develop a series of specific action programs which would modify the educational and social situation in which disadvantaged youth in the inner city live and learn. The agencies included were private and social, such as settlement houses and boys' clubs, as well as religious, fraternal, political, and educational groups, all of which carried on programs contributing substantially to the growth and development of youth in the metropolitan area.

Six actions were suggested: (1) an inventory of interests, concerns, and arrangements existing to serve culturally deprived youth within the community's educational agencies; (2) the development of a clearinghouse; (3) the extension and improvement of services in the schools to serve culturally deprived students; (4) the establishment of school-related activities for culturally deprived students and their parents; (5) the provision of clinical services in reading; and (6) the conduct of research and development with reference to problems of underachievement and underaspiration among culturally deprived youth.

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# YOUTH PROGRESS REPORT

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# PROPOSAL FOR EDUCATIONAL PROGRAM IN THE INNER CITY OF PROVIDENCE, R.I.

November 3, 1964

*PROVIDENCE YOUTH PROGRESS BOARD*

# PROPOSAL FOR SUPPORT OF AN
# EDUCATIONAL PROGRAM
# DESIGNED TO INHIBIT
# SOCIAL DETERIORATION
# IN THE
# INNER CITY
# of
# PROVIDENCE RHODE ISLAND

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# PREFACE

In the depressed inner city neighborhoods of Providence the numbers of delinquent youth, of school dropouts, and of unemployed youth are disproportionately greater than in other neighborhoods of the city. Further, disadvantaged youth in these areas have markedly inadequate opportunities for escaping the consequences of social deterioration and of achieving productive and satisfying lives.

The Providence Youth Progress Board, therefore, proposes a comprehensive, integrated community effort on the part of interested and capable educational and social agencies of Providence to bring about changes in existing educational arrangements and requirements which will assist disadvantaged youth in the inner city to cope effectively with problems of behavior, school leaving, employment, and social adjustment. Especially the aim is to develop a series of specific action programs which will modify the educational and social situations in which disadvantaged youth in the inner city live, learn, and have their being.

While the schools - both public and private but primarily the former - represent the chief means for educating culturally deprived youth up to the level of their capacity, it would be wrong to assume that the schools are the sole agency in the community which serves this purpose. Any metropolitan center has a complex of agencies which, among other responsibilities, provide educational experiences useful to youth in their development. These agencies may be private and social, like settlement houses and boys' clubs, or they may be state and municipally supported such as departments of health, recreation, and welfare. In addition, there are the churches and synagogues and the network of religious, social, fraternal, political and educational groups, all of which have programs which contribute often substantially to the growth and development of youth in the metropolitan area.

The purpose of this proposal is to suggest ways in which the interest, concern, and active cooperation of these agencies in Providence may be assessed and eventually enlisted in a community program whose purpose is improved educational experience for youth, in particular, those who reside in eight neighborhoods subject to social deterioration. As will be seen, the school - public or private - which the culturally deprived youth attends is made the heart of the Providence program although the assistance of other agencies is, of course, essential to its success. Whatever efforts are made to extend or enrich the educational experiences of youth these would be supplementary or complementary to those of the school rather than competitive with them. As a matter of fact, this proposal is rooted in the notion that unless a community-wide program is so promoted it cannot be successful. To be sure, the educational problems of lower-class youth require closer integration of the school, the home, and the community, but sight should not be lost of the fact that the school represents for many if not most of these youth the one continuing stable experience in their lives. Unfortunately, this experience is not always a happy or a successful one, for the culturally deprived youth brings to school problems which the school is ill equipped to solve.

Four conditions make the task of the average school in attempting to serve culturally deprived youth a difficult one. First, the school is generally taxed to the limit of its capacity in trying to meet its normal goals, including the requirement of normal youth. Efforts to serve lower-class youth with their special problems merely add to this burden. Second, lower-class youth frequently come to school suffering from lack of aspiration and achievement often definitely traced to the economic and social deprivations experienced at home. The school invariably lacks adequate staff and know-how to cope with this underlearning. Third, too few schools have the specialized services necessary to meet the mounting educational needs of culturally deprived youth whose school experiences from the early grades are likely to have been frustrating and unsuccessful. Fourth, teachers with their middle-class values in an institution which prizes middle-class mores are likely to be insensitive to problems of lower-class pupils; moreover, nothing in their training as teachers has prepared them to deal with children and youth whose values are so distinctly different from their own.

The best equipment for satisfactory progress in a typical school is to have a good mind, an ability to accept oneself and to accept others, and to come from a middle class family where the school's values are made known and are reinforced. The culturally deprived child may have one of these; he is fortunate, indeed, if he has the first two. The last is likely to be one of his most significant deprivations, however.

George Wells Beadle, geneticist at the University of Chicago, describes the effects of cultural deprivation this way:

"In many parts of the United States there are areas characterized by overcrowding, sub-standard housing, unemployment, and a high incidence of working mothers with young children, some without fathers.

"What happens to a child born into this kind of subculture, surrounded by a quite different kind of culture? The opportunity to acquire a normal vocabulary may be practically non-existent. Books are scarce. Music is limited in kind and amount. Exposure to intellectual matters is slight. Parental interest may be very little .... Such a child starting school at age 5 or 6 may be handicapped to such an extent that he or she soon becomes convinced that catching up is well-nigh impossible. Discouragement, disillusionment and resentment follow. School experience may become traumatic. The prospects of eventual acceptance and employment seem low. Juvenile delinquency and petty crime often follow.

"Obviously, this latter class of mental retardation could be largely prevented if only ways could be found to provide the missing cultural and educational experiences early enough in life...."

Where the gap is not filled and the deprived child is already in school, efforts must be made to offer remediation and special treatment. For this type of student a different kind of education is needed, an education in life for living. What is sought is a kind of living which will bring the fullest educative growth into play. This is likely to be achieved only when bettered motivation and aspiration are joined with improved skill and achievement. The task is one which calls for special efforts on the part of the school, the home, and the community if the already disadvantaged child is to be adequately served. As Robert Havighurst has pointed out in "Growing up in River City," even the biblical parable of the talents is borne out for culturally deprived children for "Unto everyone that hath shall be given and he shall have abundance, but from him that hath not, even that which he hath shall be taken away."

A child is what he has lived. This gives a crucial role to the school not only in remedying what the child has lacked but in building a new set of values, and aspirations and achievements which can assure him school success.

This proposal envisions a community-wide attack in Providence on the problem of social deterioration as it exists in the inner city. Six distinct actions are suggested:

First, an inventory of interest, concern, and existing arrangements to serve culturally deprived youth within the community's educational agencies.

Second, the development of a clearinghouse, including cooperative arrangements among educational agencies, to facilitate the study, prevention, treatment and control of social deterioration in the depressed metropolitan area.

Third, the extension and improvement of services in the schools to serve culturally deprived students, including the development of new and different programs.

Fourth, the establishment of school-related activities for culturally deprived students and their parents.

Fifth, the provision of clinical services in reading, a crucial educational problem for both culturally deprived children and their teachers.

**Sixth.** The conduct of research and development with reference to problems of underachievement and underaspiration among culturally deprived youth.

In order that an orderly, integrated, comprehensive program of serving culturally deprived be developed in Providence, it is proposed that three separate institutes be organized under the auspices of Providence Youth Progress Board. These institutes, which will be charged with separate functions in the over-all program, nevertheless, will be closely knit in their planning and their operations.

The Institute for Research, as its name implies, will be responsible for research aspects, including evaluation of the separate programs as well as evaluation of the total project. The Institute for School Development will conduct a series of demonstration projects in the schools, basing its actions, in part, on data developed by the Institute for Research. The Reading Institute will provide in-service training for teachers, establish clinic procedures helpful to severely handicapped children and their teachers, and represent a professional resource - now lacking in Providence - to help solve specific problems in reading for children in inner-city neighborhoods.

## Program Elements

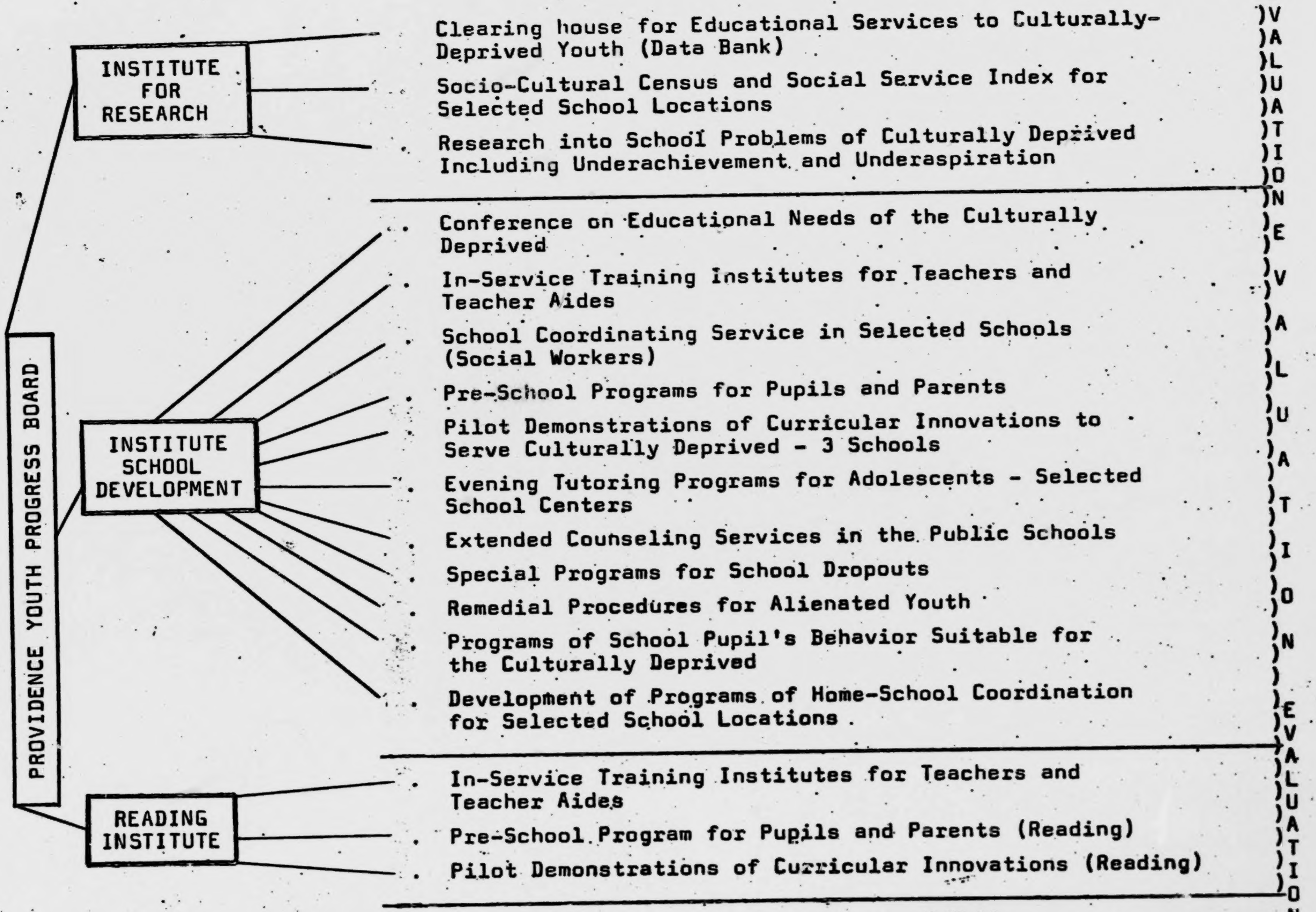
Three essential elements mark the program of education which Providence Youth Progress Board proposes for the inner city.

1. Policy making. The Providence Youth Progress Board, broadly representative of the entire community, will have overall responsibility for policy-making, planning, acceptance and allocation of funds, direction and coordination of institutes, as well as evaluation of the total program conducted by the institutes and cooperating schools and other agencies in aiding disadvantaged children and youth in the 8 neighborhoods of the inner city.

2. Administration and Operation. The three institutes - research, school development, and reading - will administer and operate the specific action programs in schools and other agencies brought about as the result of cooperative arrangements which will be established with the approval of Providence Youth Progress Board, the grant receiving agency. It is expected that in addition to their own resources, the institutes will develop residual forces and facilities in the schools and other agencies which will be useful and operative when outside support is no longer available. They will assume responsibility for the training of school personnel, working out operational details, monitoring the specific programs in

action, and evaluating the results of specific experiments and demonstration projects undertaken.

3. Demonstration Projects. Providence Youth Progress Board will contract with schools and other agencies to enable them to work directly with its three institutes in initiating and carrying on a series of demonstration projects to meet the goals of the program. Utilizing the technical assistance and resources of the institutes, schools and community agencies will conduct the specific action programs described in this proposal in an effort to improve the school performance and social functioning of culturally disadvantaged children and youth in the inner city.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INSTITUTE FOR RESEARCH
INSTITUTE SCHOOL DEVELOPMENT
READING INSTITUTE
VALUATION
EVALUATION
EVALUATION

**INSTITUTE FOR RESEARCH**

- Clearing house for Educational Services to Culturally-Deprived Youth (Data Bank)
- Socio-Cultural Census and Social Service Index for Selected School Locations
- Research into School Problems of Culturally Deprived Including Underachievement and Underaspiration

**INSTITUTE SCHOOL DEVELOPMENT**

- Conference on Educational Needs of the Culturally Deprived
- In-Service Training Institutes for Teachers and Teacher Aides
- School Coordinating Service in Selected Schools (Social Workers)
- Pre-School Programs for Pupils and Parents
- Pilot Demonstrations of Curricular Innovations to Serve Culturally Deprived - 3 Schools
- Evening Tutoring Programs for Adolescents - Selected School Centers
- Extended Counseling Services in the Public Schools
- Special Programs for School Dropouts
- Remedial Procedures for Alienated Youth
- Programs of School Pupil's Behavior Suitable for the Culturally Deprived
- Development of Programs of Home-School Coordination for Selected School Locations

**READING INSTITUTE**

- In-Service Training Institutes for Teachers and Teacher Aides
- Pre-School Program for Pupils and Parents (Reading)
- Pilot Demonstrations of Curricular Innovations (Reading)

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# I. PROVIDENCE - A CITY WITH PROBLEMS AND POSSIBILITIES

A real appreciation of the problems of disadvantaged youth in the inner city - let alone any measures to be employed in their solution - is not possible without some understanding of metropolitan Providence itself. Unless it is realized that Rhode Island is a depressed area in relation to its wealthier neighbors, Massachusetts and Connecticut, that Providence is a depressed area in relation to a depressed state, and that the inner city is a depressed area in relation to a depressed city, it is not possible to gauge the intensification of social problems which characterize the target area.

An old city in an old but proud state, Providence is situated at the mouth of Providence River at the top of Narragansett Bay. It has a land area of 18.9 square miles and a population of 207,498. The second largest city in New England it is the capital of Rhode Island, most densely populated state in the country. The state's area of density is almost entirely concentrated in the so-called metropolitan area which includes cities surrounding the capital and extending into Massachusetts.

The total adult population (20 years and over) in the city of Providence is 140,293 with 53,520 families with a median family income of $4,964. About 22% are families who have incomes of less than $3,000 a year. About 40% of those employed in the civilian labor force are in semi-skilled jobs or less, with approximately 6% regularly unemployed.

The problems of the deteriorated inner city of Providence must be viewed within the context of the city as a whole, and of Rhode Island as a declining area economically. The economy of the city has been subject to all the stresses of technological change as its economic base has shifted historically from agriculture, to shipping, to textiles and then to diversified industry.

Within the last two decades the movement of textile and other industries to the South precipitated economic decline and relatively little new industry has been established to offset this loss. The city of Providence, as an industrial center of a small state, has borne the brunt of this loss. In addition, it has witnessed the removal from its tax rolls of a substantial number of industries to other communities within the state. The city has increasingly felt the out migration of young adults to the suburbs and to more promising economic situations in other areas of the country. In the last decade, for instance, the city's population fell from 250,000 to approximately 200,000. In the same period the city suffered an employment loss of 22,800 jobs while the rest of the state gained 16,400. As a matter of fact, within this decade the city had the highest percentage loss of population of all United States cities of 100,000 inhabitants or over. The heavy out migration was selective of the higher socio-economic areas of the city. For the moment there appears to be no expectancy that the trend of economic loss can be reversed, for Rhode Island's geographic location presents a distinct disadvantage in competing with the rest of the nation. Providence lies between Boston and New York, both of which have superior access to major transport networks to the South and West. Since 1961 the Providence-Pawtucket standard metropolitan statistical area has been declared a depressed area under the Area Development Administration. Thus a situation exists where municipal expenditures continue to rise as the tax base becomes smaller and new services are demanded.

Unemployment is increasing, especially among unskilled and semi-skilled workers largely concentrated in the eight neighborhoods which make up the inner city. The significance of this increase comes home with the realization that the metropolitan Providence area already has larger concentrations of persons in low income groups and fewer concentrations of persons in upper income groups than do the neighboring states of Massachusetts and Connecticut.

It is clear from these conditions that Providence itself does not stand in a reasonably strong economic position, even if it were disposed to commit funds for the purpose, to help relieve the plight of disadvantaged youth who may seek employment or forms of education and trade training tailored to their peculiar needs.

If we look at youth employment in the Providence area the figures are equally depressing. The 1960 U.S. census shows more than 22 per cent of the city's young people 16 to 18 years of age either unemployed or underemployed. In the past, Providence employers regularly drew on an inexhaustible pool of immigrants and children of the poor to perform the rough jobs requiring no skills or education. Now, however, technological change has sharply reduced the need for unskilled labor. It has been estimated that in 1970 only five per cent will be in this category. At the same time the demand in the Providence area for skilled and well-educated workers is expected to increase. As a consequence, undereducated and untrained youth, highly concentrated in the inner city, will suffer severely.

The public school population of Providence has been subject to the attrition caused by the flight of parents to suburbs and by economic decline in Providence itself. In 1930, for instance, there were 52,193 ages 5 - 13 inclusive in the city; in 1963 this figure had declined to 34,872. Attending public schools were 23,629; attending parochial schools, 9,429 and attending private schools, 848.

The urban renewal and freeway development programs in Providence have contributed to residential dislocations with consequent impacts on school populations, particularly in those within the eight neighborhoods which make up the inner city. Both of these developments have eliminated less desirable housing so that the culturally deprived are forced to seek shelter elsewhere in the inner city.

Figures produced by the Providence School Department in February, 1964 showed an enrollment of 26,699 distributed as follows: (1) elementary schools 15,650; junior high schools 4,788; and senior high schools, 6,261. Within or at the periphery of the inner city are two senior high schools with a population of 3,206, although it should be pointed out that each has an open enrollment permitting students from all parts of the city to attend. Three junior high schools with a total population of 1946 students and more than a dozen elementary schools with several times this number lie within the inner city. It should be noted that several parochial schools are conducted in the eight neighborhoods in the target area.

Both the public and parochial schools are represented on the Board of Directors of Providence Youth Progress Board; the former by the Chairman of the School Committee, Raymond F. Fricker, and the Superintendent of Schools, Charles A. O'Connor, Jr., Dr. James L. Hanley, Superintendent Emeritus, also serves. Rt. Rev. Monsignor

Arthur T. Geoghegan, Superintendent of Diocesan Schools, is a member of the Board. In addition, there are representatives of Providence College, Rhode Island College, Brown University, the University of Rhode Island - typifying the working relationship already existing among educational organizations interested in helping solve the problem of cultural deprivation and social deterioration in the target area. It should be noted further that the Board of Directors of Providence Youth Progress Board also includes representatives of health, welfare, and civic agencies in addition to representatives of settlement houses, and other organizations. Three factors underscore the urgency of support for the development of a community-backed program aimed at solving the problems of education and youth employment in the target area:

1. The increasing inability of the public schools of Providence to secure sufficient tax revenue to operate the normal program of the schools, let alone initiate and develop new activities to serve children in the depressed inner-city who require remediation and special services.

2. The mounting data which shows that low-income youth in the inner-city of Providence lack positive motivation toward school achievement and specific occupational goals.

3. The commitment which Providence schools are

now making, with limited resources, to try to resolve some of the problems occasioned by depressed social and economic conditions in the inner city.

Two months ago the Providence School Committee made a laudable beginning toward helping the culturally deprived by authorizing an enrichment program in South Providence schools at a cost not in excess of $75,000.

The funds should be enough to let the department test pre-school children to find out who are deprived and show it, and to develop some yardstick for measuring the need, quality and quantity of enrichment. Then, perhaps, a pilot program can begin in one of the schools to put into practice what the tests show ought to be attempted.

Funds are to be spent to aid children with a home background of illiteracy or near illiteracy catch up with youngsters whose homes include books and reading and frequently parental help. At the same time in the Camp Street Neighborhood in the inner city plans are being made to launch a tutorial and cultural program at two elementary schools which have large numbers of culturally deprived in their classes. Within a year or so these schools are to be replaced by a new school especially designed to serve such children. About 97 per cent of the pupils in the two schools are Negroes whose achievement levels are presently below the city standards.

Under the program, volunteer college students from Brown University and Pembroke College will tutor the children to help bring up their academic grades. Each volunteer tutor will, in turn, have a volunteer sponsor who will seek to broaden the child's cultural and recreational life.

The program was launched last year with about 30 tutors in the fall semester and about 190 in the spring session. An estimated 110 college students are available for this year's program.

Dr. William P. Robinson, Jr., Rhode Island Commissioner of Education, expressed approval of plans to assist such children in a conference on the underachiever held at Brown University when he said, "to provide equal educational opportunities for these underachievers from depressed areas, particularly the culturally deprived or disadvantaged child, may mean that schools must consider providing unequal educational opportunities. By that I mean that the child cannot be left until he is fifteen or sixteen years of age before the school undertakes remedial measures to solve the problem. Programs need to be established for the child at three, four, or five years of age before he would normally enter school. The programs to meet the needs of these youngsters as they begin the first grade must be established in the afternoon hours and as they move along, both in the evening hours and in the summer. We cannot take the disappointed, embittered, frustrated, disadvantaged, culturally-deprived academic failure at fifteen or sixteen and hope to do the job that should have been started eleven or twelve years previously."

Further indication of the desire of Providence school authorities to cope with this problem may be seen in their efforts to develop classes in special education by the appointment of a full-time supervisor for this purpose. He has already developed a program for training teachers and modifying the curriculum.

But as emphasized previously the problem of the culturally disadvantaged is one which requires more than the efforts of the schools. As a matter of fact, this proposal rests on the notion that unless a concentrated coordinated attack is mounted by both schools and social agencies little significant progress in inhibiting social deterioration in the inner city can be expected.

It may be desirable, therefore, to assess the interest and the willingness of schools and community agencies in Providence to grapple with the problem. A look at what has and is happening in one of the eight neighborhoods in the inner city may serve to bring into focus the possibilities of extended efforts if various activities in this proposal are funded and made possible.

For this purpose, the South Providence Neighborhood will serve as a case in point. South Providence reveals in heightened form the social, educational, and economic problems which typify the eight neighborhoods of the inner city. With a population of 24,474 it has 8,769 youths up to nineteen years of age; 3,215 of them Negroes. About 20 per cent of the housing in this neighborhood is substandard, 10 per cent overcrowded, and only 27 per cent owner-occupied. Formerly the residential area for working class people, up until the 1920's the major ethnic groups were the Irish and the Jews now largely displaced by urban renewal and free way developments in other parts of Providence. A high proportion of the population lives in poverty; more than one third of the public assistance cases of the city's population come from the neighborhood despite the fact that it has less than one eighth of the city's population. Ten per cent of civilian workers are unemployed and one quarter of the children in the area are in families receiving ADC payments. As might be expected more than 55 per cent of inhabitants have not gone beyond the 5th grade. As might be further expected, the neighborhood reveals the city's highest incidence of juvenile crime, truancy, school discipline problems, dropouts and reading difficulties.

Within the South Providence Neighborhood are four public elementary schools with a population of 2,275; two parochial elementary schools with a population of 1,414; and a public junior high school with an enrollment of 830. It is estimated that approximately 600 youth attend senior high schools out of the neighborhood. Two other grade schools and one junior high school just beyond the neighborhood borders serve a small number of juveniles from South Providence.

Also within the confines of the South Providence neighborhood are eight public recreation centers and four privately run recreation groups. Seventeen social agencies, public and private, either maintain offices in the district or have assigned workers specifically to this area.

Two new elementary schools with recreational facilities and modern facilities have been built in the area. There is a new boys club and new day-care facilities, including the Carter Day Nursery and the Salvation Army Day Nursery. New programs in the area include a pilot project "to deal with the problem of the dispossessed and the disinherited of the inner city," sponsored by the National Council of Episcopal Churches and the University of Rhode Island Cooperative Extension Service. In addition, a Youth Board sponsored by the Rhode Island Family Court and the Providence Recreation Department seeks to offer service to delinquency-prone children by coordinating and pooling resources.

In short, the South Providence Neighborhood typifies both the intensity of the problem of social deterioration with which this proposal intends, through educational activities to deal, and the extent to which the Providence community, working with grossly limited funds and facilities, is endeavoring to meet its responsibilities.

## II. THE TARGET AREA AND ITS POPULATION: THE INNER CITY

Providence, which has an area of 18.9 square miles and a population of 207,498, has an inner city approximately a one and a half mile circle around its central downtown area. Comprising 15 of the municipality's 36 census tracts, it includes 90,016 of the city's population of 207,498. This section has been designated as the target area because it includes eight neighborhoods with the city's highest incidence of social problems. Not only is the target area blighted by housing which often appears ugly, overcrowded, unpainted, and generally physically dilapidated, but within its borders unemployment, low incomes, public assistance cases, truancy, and disease are intensified.

The highest number of juvenile offenders and the highest number of school dropouts in Providence are found in the inner-city. Inner-city teachers report the highest number of disciplinary problems. Selective Service reports the greatest proportion of draft rejectees from the inner-city, while illegitimate births to mothers under 21 occur most frequently in neighborhoods characterized as the Providence inner-city. These are the measurable results of the high incident of every kind of privation which may be found in the defined target area.

To understand the inner-city and its problems, it is necessary to appreciate the unusual characteristics of Providence itself. The inner-city of Providence is in reality the inner-city of metropolitan Rhode Island. Often regarded as a city-state because of its small area and compactness, Rhode Island has as its focal center metropolitan Providence and within the heart of metropolitan Providence is the target area for which this proposal is designed.

The following statistics bring this target area into focus:

| | |
|---|---|
| Total Rhode Island Population | 859,388 |
| Total Providence Population | 207,498 |
| Total White Providence | 195,525 |
| Total Negro Providence | 11,153 |
| Total Other Providence | 820 |

Almost 50% of Providence residents - 91,217 are of "foreign stock."[1] The three largest groups are

Italian - 34,415 or 16.6% of total population
Irish - 10,886 or 5.3% of total population
Canada - 9,975 or 4.8% of total population

The total adult population (20 years and over) of Providence is 140,293; in the inner-city it is 60,125. The total youth population (0-18 years) of Providence is 60,701; in the inner-city it is 27,089.

If we look at the target area as a whole we note an adult population 20 years and over of 60,125 and a total youth population up to 19 years of age of 27,089. The youth population is distributed as follows: 1-4 years, 7,675; 5-12 years, 11,730; 13-15 years, 4,138; 16-18 years, 3,546. The total number of children in families receiving ADC is 4,654 or 17% of the children (0-18) in the inner-city. Police offense rate per 1000 youth (8 - 17 years) is 74.8 against a total city rate of 53.3. The school dropout rate per 1,000 youth (15-19 years) is 92.6 against a city rate of only 59.6. The truancy rate is 17.8 per 1000 youth (5 - 19 years) against a city rate of only 12.7. In short, the eight neighborhoods of the inner-city reflect an intensification of the social problems which plague metropolitan centers nationally.

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[1] Persons foreign born or natives of mixed or foreign parentage.

The target area includes these eight districts:

South Providence Neighborhood - Population 24,474 with 8,769 youths up to 19 years of age; 3,215 of them Negroes

Camp Neighborhood - Population 4,720, with 1,647 youths up to 19 years of age; 1,105 of them Negroes

Elmwood (3) Neighborhood - Population 6,941 with 1,768 youths up to 19 years of age; 124 of them Negroes

Federal Hill Neighborhood - Population 14,692, with 4,079 youths up to 19 years of age; 152 of them Negroes

Smith Hill Neighborhood - Population 9,632, with 3,034 youths up to 19 years of age; 384 of them Negroes

Olneyville Neighborhood - Population 6,854, with 2,340 youths up to 19 years of age; 912 of them Negroes

West End Neighborhood - Population 16,855, with 5,648 youths up to 19 years of age; 912 of them Negroes

Fox Point Neighborhood - Population 5,848, with 1,965 youths up to 19 years of age; 441 of them Negroes

In summary, the inner-city comprises 90,016 of the city's 207,498 residents, with 29,240 youths up to 19 years of age; 6,347 of them Negroes.

A thumbnail sketch of each of the eight neighborhoods of the inner-city may reveal further light on the target area population and the severity of their problems.

## South Providence Neighborhood

In heightened form, South Providence exhibits those characteristics which typify the deteriorated, lowest-status areas of metropolitan centers. It is the neighborhood in the inner city with the highest incident of social problems. Recent immigration includes large numbers of Negroes who have been displaced by land clearance for urban renewal in other parts of Providence. The median income for the neighborhood is $4,036, but 22.9% of the population have incomes of less than $2,000 and 25 per cent of the children in this neighborhood are supported by public assistance. This area, as noted previously, includes the largest number of youth up to 19 years of age and the largest percentage of Negroes. Thirty-three per cent of the population is of foreign stock living in housing 18 per cent of which is deteriorated and deteriorating. More than 10 per cent of South Providence workers are unemployed and the public assistance rate is 72.4 per thousand. People who live here have few skills, little education, and blighted hopes. As may be surmised, the delinquency, school dropout, truancy, and police crime rates are the highest in the inner-city area.

### Camp Neighborhood

The second largest concentration of the Negro population in the inner-city target area is found in the Camp Street Neighborhood which is adjacent to the East Side, where most of the city's most affluent white persons live. Most of the older section has been razed under the Urban Renewal Program and many of the former Negro residents have been transplanted to the South Providence neighborhood. Although many parts of this neighborhood present serious social problems, borne out by available data, the Camp Neighborhood is considered by Negroes the most desirable section of Providence freely available to them. A higher percentage of Negro home ownership exists here than in other sections of Providence and a majority of Negro professionals who live in Providence are residents of this area. The population of this area is 4,720 with 1,647 youths up to 19 years of age, 1,105 of them Negroes.

The following statistics document the socio-economic problem which this neighborhood presents:

Total number of children in families receiving ADC - 259 or 21% of children - 18 years in the area. Total police offenses 63 against 102.2 in the inner city. Offense rate per 1000 youth (8 - 17) 104.8 against the inner city rate of 74.8. Offenses referred to court, rate per thousand youth (8 - 17 years) 73.2 against the inner-city rate of 36.9 and a total city rate of 36.9. School dropouts rate per 1,000 youth (15-19 years) 77.1 against an inner-city rate of 92.6 and a total city rate of 59.6. The truancy rate per 1,000 youth (5-19 years) is 16 in comparison with a total city rate of 12.7 and an inner-city rate of 17.8.

### Elmwood (3) Neighborhood

This area borders upon the South Providence area and shares many if not all of its social problems. The total population of the area is 6,941 with a Negro population of 215. The total youth population is (10-19 years) 1,768, of whom 124 are Negroes. The per cent of population of foreign stock is 38% with 15% of the housing deteriorated and dilapidated. The median family income is $4,717 with 23% of the families receiving less than $3,000 per year. The ADC case rate per 1,000 families is 38.5 with 35% of these employed in semi-skilled jobs or less; the rate of unemployment is 6%.

Within this neighborhood are 529 children 1 - 4 years; 690 (5-12); 251 (13-15), and 239 (16-18). The school dropout rate is 114.3 per 1,000 youth (15-19 years) and the truancy rate is 11.8 per 1,000 youth (5-19 years).

The police offense rate is 76.5 per 1,000 youth (8-17 years) as compared with a 74.8 rate for the inner-city.

Federal Hill Neighborhood

This neighborhood has suffered a great population loss in recent years, dropping from 22,810 in 1950 to 14,692 in 1960. Largely populated by Italian immigrants and their descendants many of the younger residents have moved to suburban areas although 50% of the population is still of Italian stock. Police records in the past have shown a high incidence of crime in Federal Hill; however, at the present time the police offense rate per 1,000 youths (8-17 years) is only 64.1 in contrast to an inner-city rate of 74.8. Nevertheless, this is somewhat higher than the total city rate of 53.3 per 1,000 youths.

Youth population (0-19 years) in the Federal Hill Neighborhood totals 4,720, 76 of whom are Negroes. More than 20% of the housing is deteriorated and dilapidated with 8% of the population living in crowded conditions. The median family income is $4,180 in comparison with an inner-city median of $4,448. About half of civilian labor is employed in semi-skilled jobs with less than 7% of the labor force in this neighborhood unemployed.

The ADC case rate is 52.5 per 1,000 cases in contrast to an inner city rate of 75.5. Median school completed (persons 25 years and over) is 8.4, lower than the seven other neighborhoods in the inner-city. The school dropout rate is high - 102.3 per 1,000 youth (15-19 years of age) in comparison with a rate of 92.6 for the inner-city and 59.6 for the total city. The truancy rate is 15.8 per 1,000 youth.

Smith Hill Neighborhood

This is a changing neighborhood, marked by the recent removal from the area of the Brown and Sharpe Manufacturing Company, manufacturer of machine tools, the principal source of jobs for the neighborhood's residents. Further change is occurring through the construction of U.S. Highway 95 through the area. Economic and social dislocations have resulted.

The total youth population (0-19 years) is 3,084, 315 of whom are Negroes. The percentage of population of foreign stock is 48%. Nearly 30% of the housing is deteriorated and dilapidated with 8% of the residents living in crowded conditions. Median family income is $4,781 with 23% of the families receiving less than $3,000 a year. About 46% of the civilian labor force is employed in semi-skilled jobs or less, while the per cent unemployed is nearly 5%. Twelve per cent of the children (0-18) are in families receiving ADC. The public offense rate is low (34.1 per 1,000 youth 8-17 years) in comparison with a city rate of 53.3 and an inner-city rate of 74.8. School dropouts, however, are high: 81.5 per 1,000 youth (15-19 Years) and a high truancy rate of 15.2 per 1,000 against a city rate of 12.7.

Olneyville Neighborhood

Once a thriving textile center Olneyville has suffered economic losses in the decline of this industry. Mills are now partially occupied by seasonal industry offering insecure employment to local workers. More than 32 per cent of the housing is deteriorated and dilapidated while 8% of the residents live in crowded conditions. The median family income is $4,491 with 25% of the families receiving less than $3,000 per year. More than 57% of the civilian labor force is employed in semi-skilled jobs or less. The ADC case rate is 27.4 per 1,000 persons. Median school years completed (persons 25 years and over) is 8.7, with 21 per cent of the neighborhood residents haveing less than 8 years or less of schooling.

The total youth population (0-19 years) is 2,340 of whom only 9 are Negroes. The percentage of population of foreign stock is 44%, about 12% of whom are Polish. The police offense rate is low - 40.2 per 1,000 youth (8-17 years), in contrast to a city rate of 59.6. The school dropout rate in Olneyville per 1,000 youth (15-19 years) is 14.4 in contrast to a total city rate of 12.7.

## West End Neighborhood

This neighborhood has undergone recent upheaval through condemnation and redevelopment for an industrial site. More than 500 Negroes were forced to move. Later, more than 600 Negroes were relocated for a new educational complex to be built in the area. Prior to 1961 this neighborhood contained the one completely integrated community in the city of Providence.

At present the total Negro population is 1,951 in a total population of 16,855. More than 900 of the neighborhood's youth population (0-19 years) of 5,648 are Negro. The median family income in the area is $4,657 with 23% receiving less than $3,000 a year. Almost half of the civilian labor force are employed in semi-skilled jobs or less, with an unemployment rate of 7%. About one quarter of the housing is deteriorated and dilapidated, and 7% is crowded. The ADC rate is 64.4 against a total city rate of 44.1 per 1,000 families. In short, about 15% of children (0-18 years) are in families receiving ADC. The police offense rate is 52.5 per 1,000 youth (8-18 years) about the city average. The school dropout rate is high - 102 per 1,000 youth (15-19 years) in contrast to a city rate of 59.6. The truancy rate per 1,000 (5-19) is 14.1 against a total city rate of 12.7.

## Fox Point Neighborhood

The Fox Point Neighborhood has a high concentration of Portuguese (45 per cent) and a Negro population of perhaps 20 per cent. Most of the Portuguese come from the Azores and immigration continues. The biggest problem presented by the new immigration is the Portuguese speaking children who lack a knowledge of English. Approximately 100 such children are currently enrolled in the Fox Point elementary school. The per cent of population of foreign stock in the neighborhood is 55% with 38% of the housing deteriorated and dilapidated. About 12% of the residents live under crowded conditions. The median family income is $4,447 with 27% receiving less than $3,000 a year. Nearly 60% of the civilian labor force are employed in semi-skilled jobs or less and 10 per cent are unemployed. About 18% of the population has eight years or less of schooling.

The youth population totals 1,732, of whom 441 are Negroes. The public offense rate 47.1 per 1,000 youth (8-17 years) is low in contrast to a total city rate of 53.3 and an inner-city rate of 74.8. School dropouts exceed the total city average, however: 77.7 per 1,000 (15-19 years) against 59.6 for Providence as a whole. Truancy is high. At 20.3 per 1,000 youth (5-19 years) it exceeds the total city rate of 12.7 and the inner-city rate of 17.8.

A summation of the characteristics of youth in the inner-city to be served via the program envisioned in this proposal are as follows:

1. Members of families living in neighborhoods where housing is ugly, over-crowded, deteriorated and dilapidated.

2. Members of families with low median incomes, with a relatively high per cent of incomes less than $3,000.

3. Members of families who have been geographically displaced by redevelopment, the contraction of freeways, and relocation of industry.

4. Members of families in dwellings with a high incidence of overcrowding (1.01 persons per room).

5. Members of families where the ADC case rate and the public assistance rate are both high.

6. Members of families in which employment is mainly in semi-skilled jobs and unemployment is high.

7. Members of families in which the median number of school years completed (persons 25 years and over) approximates the 8th grade.

8. Members of families in which parents or grandparents have 8 years or less years of schooling.

9. Included in the youth group with the largest number of police offenses.

10. Included in the youth group with the largest number of referrals to court.

11. Included in the youth group with the highest dropout rates.

12. Included in the youth group with the highest rates of truancy.

13. Included in the youth group which includes a high percentage of Negroes.

14. Included in the youth group which lacks skills, perceptions, and aspirations which fit them for employment or social adjustment.

15. Included in the youth group in which there is the greatest family disorganization; i.e. in the South Providence Neighborhood, 26 per cent of children in the area under 18 are living in one-parent families.

16. Members of families with a high degree of residential mobility possibly associated with insecurity and instability within the family.

17. Included in the youth group with below average I.Q's and low academic achievement.

18. Included in the youth group which tends to remain unemployable after leaving school and which has the highest number of draft rejectees.

19. Included in the youth group for whom job opportunities in the Providence community grow increasingly inaccessible.

# III. THE ROLE OF THE INSTITUTES

The effective organization of agencies and staff for the carrying out of the project will undoubtedly play a significant part in its success. The way in which the organization is built will not only determine the kind of resources which are brought into play during the project years, but will in addition determine the kind of residual forces available when outside support is no longer available. The organization should be such that it draws out and builds upon the talent of existing school staff in so far as possible.

A primary concern in the organizational design should be whether it provides ways in which existing and future school staff - teachers, guidance counselors, and other professional staff - can be challenged through project participation without leaving the employ of the schools.

A second concern for the organizational plan is that it draw out the top talent from the schools and colleges in the state. The organization must be such that the special talents from the colleges and universities will be drawn into the project to supplement and guide the activities of regular school personnel. In addition, there must be sufficient opportunities so that the project can attract on a nation-wide basis the kind of personnel who can effectively design and maintain the needed procedures.

Thirdly, the organization should be such that funds and facilities are not used extensively to maintain organizational structure at the expense of the project activities. Funds, facilities, staff, should funnel directly to those engaged in the on-going activities.

## Institutes as the Operational Units

One way to organize the project would be to have the grant-receiving agency develop a series of autonomous institutes. Even though these institutes would be initially established with the specific intent of administering a particular aspect of the project, the grant-administering agency would enter into a contractual relationship with these institutes.

Presumably, institutes so formed would have some relationship with existing colleges and universities. The institutes would be expected to be established as coordinate parts of the colleges, but they would not necessarily have to be so. The institute arrangement increases the ease with which colleges can share and procure staff as well as providing a level at which there can be true inter-university cooperation, but it is not just inter-university cooperation which is needed. In other areas the institute arrangement makes possible the needed cooperative inter-relationships which are formed especially for the project. With their autonomy, the institutes can take on additional functions as suits their own professional staff. Hence, they may take on additional programs of research and development beyond that now envisaged. They may receive grants for additional activities which make them more able to develop the concerns and staff to cope with educational problems. Three coordinating institutes are proposed.

## The Institute for Research

The Institute for Research not only provides for the needed technical services associated with computer technology, but also provides the professional staff with the kind of research design and evaluation competence which will be needed. Depending upon the way in which it would be staffed it might operate independent research activities along the line of reading or motivation where it would be directly involved with school personnel. Since its staff may well have their own research competencies these would no doubt be drawn upon for the program. However, the primary purpose of the Institute for Research would be to initiate research and evaluation of the procedures and activities of the coordinating Institutes. It would utilize the facilities of the Providence College and Brown University Computer Centers and the test scoring services of Rhode Island College.

## Institute for School Development

The Institute for School Development would be responsible for administration and operation more than for research. This would be the coordinating agency for the various private and public groups which would become involved. While it would be charged with the development of and acquisition of all kinds of resources including some curriculum research, it would be more involved with training and implementation. For example, the Reading Institute might establish the design of a pre-reading program at the nursery school level. The Institute for School Development would be charged with the training of the needed personnel, (or the contracting with a college or university to carry out this training). It would also have the day by day administrative operation of the program. Ideally, the Institute for School Development would have as its executive board the City Superintendent of Schools and representatives from the cooperating colleges. It would also include representatives from private schools and agencies involved. The personnel of the Institute might consist only of an executive staff whose function might be, for example, to make arrangements for training programs with a college, hire some school staff to operate a series of conferences, obtain the part-time services of a school or college staff member to administer a particular phase of the program. The staff of the Institute would then be almost exclusively jointly employed. This, of course, is the way in which the project keeps its coordination. Opportunities will develop where joint appointments can be formally made between the Institute and school or college.

## The Reading Institute

The Reading Institute would be established to develop reading resources and technical knowledge needed for the project. While the Reading Institute might well become concerned with programs and projects ranging far beyond the scope of the proposal, it would have specific responsibilities under the grant-administering agency. The Reading Institute would be charged with the development of reading resources at all levels. Its particular responsibilities would be the administration and coordination of pre-nursery school programs and of the preschool programs. It would be the main agency concerned with the child through the first few years of school. But this would not be its exclusive concern. It might also be responsible for the establishment of clinical services related to reading in later school years. It would certainly be charged with the design of appropriate evaluation and research.

# IV. The Institute for Research

## Introduction

The Institute for Research has been proposed as an agency to provide: a clearing house for educational services to culturally deprived youth, a socio-cultural census and social service index for the selected schools, research into school problems of culturally deprived including underachievement and underaspiration, and overall evaluation of all aspects of the activities undertaken in this proposal.

A primary purpose in proposing an Institute for Research is to provide needed new facilities in the metropolitan center to deal with the wide variety of educational and social problems which are characteristic of the inner-city. Currently, contiguous to the inner-city, there are two computer facilities. These are located at Brown University and at Providence College. While each of these facilities is utilized by schools to some extent in dealing with educational and social problems, there is no organized effort to utilize the new technology in the solution of problems of the culturally disadvantaged. Rhode Island College, also located in the central city, has recently established an Educational Services Center which with a new IBM 1230 machine is now providing up-to-date test scoring services. The Educational Services Center has recently completed a state-wide testing program authorized by the Legislature and directed by the Rhode Island State Education Department. The Brown University Education Department processed and printed the test results utilizing the Brown University IBM 7070 and 1401 machines. This is the first time that there has been a coordinated attempt to utilize the computer for educational purposes of this kind. While this is indicative of the fact that the needed coordinated effort already does exist, there has yet been no such effort directed at the special needs and problems of those victimized by social deterioration.

An Institute for Research would have as a primary function this kind of coordination of talent and facilities. Under the terms of this proposal its efforts would be directed toward the specific problems of the disadvantaged in the inner-city as herein outlined. Expectations are, however, that it should have a wider impact. It would provide a facility able to evaluate educational activities of many diverse kinds. It would also be able to provide for more extensive pupil data than is currently available thus adding to the fund of knowledge concerning the culturally disadvantaged and the means of coping with social deterioration. Its findings should be useful to agencies in other cities grappling with the problem of social deterioration.

## Functions of the Institute for Research

### A. Clearing House for Educational Services -- Study and Evaluation of Social and Educational Agencies.

It is proposed that the Institute for Research undertake a program of research and development with existing educational and social agencies. The over-all purpose of the program would be to: coordinate agency services, create awareness of needs of children and youth not now adequately filled, assist in redirecting and revitalizing agency efforts, and provide means and directions for agency self-evaluation.

The specific programs which the Institute for Research would undertake would be to first develop a comprehensive index of services provided by existing agencies together with detailed information on children and families served. This effort would be coordinated with the activities of the Rhode Island Social Service Index which now tabulates such information, in part, on a state-wide basis. The purpose of this program is not primarily to provide the personnel bookkeeping operation presently conducted by the Social Service Index nor to replace this agency. Rather, it is to determine the adequacy of the existing services. Do the existing agencies provide the needed total programs for those disadvantaged youth who come under their aegises? Are there children and youth in need of agencies aware of the problems of social deterioration as a pattern for the large group which constitutes the inner-city? Are their programs effective either to deal with the community problem or the problems of those children and youth with whom contact is made?

The Institute for Research would coordinate its efforts in working with community agencies with the Rhode Island Community Services, Inc. In cooperation with this agency and with the school census officials it would begin by compiling a file of services rendered and to whom. Of particular concern would be not so much the identification of individuals in need for whom no agency program is available. The Institute for Research would as a result become a major data center with information on individuals and the programs and services provided them. It would, as a result, become a data bank with information (not identified by the individual) that would be available for research associated with the program as well as for other approved research agencies.

The evaluation of the social and educational agencies would stem from the basic data acquired in the data bank. Only by an awareness of existing needs, overlapping services, and children and youth not served, can the agencies make their own decisions as to the success of existing programs and to the development of appropriate new programs. Evaluation must also be in terms not only of children and youth served or not served, but also in terms of the adequacy of past and future programs and plans. The Institute of Research would in conjunction with the agencies and with the Rhode Island Community Services, Inc. establish evaluative criteria to assist in self-evaluation. It would conduct appropriate planning and discussion conferences wherein such self-evaluation could be carried out. The function of the Institute for Research in this phase of its activities would be primarily to identify problems and to draw out new resources. While it would be accumulating statistical information, it would not be undertaking statistical evaluation as scientific research. It would, however, have available for the agencies information as to other programs, new approaches, new media and new resources. Here it would be coordinating its activities with the Institute for Reading which will be outlined in a following section, for the Institute for Reading will be providing this kind of information in its own domain for reading.

The Institute for Research, then, would be identifying youth served and not served by existing agencies. It would provide evaluative information and criteria for the utilization of agencies for self-evaluation. It would keep agencies informed of new developments in the educational programs and educational research. It would assist in the translating of other programs and new research developments into the design of effective new programs.

## B. The Socio-Cultural Census and Social Service Index for Selected Schools.

Schools in the inner-city are in a period of crisis. In the balance lies the whole concept of the democratic society wherein men learn each others' problems and concerns by the sharing of experiences and ideas in schools which encompass a broad spectrum of American society.

The crisis in the schools in the inner-city is not the result of one trend but of many. It comes from the flight to the suburbs of the middle classes. It comes from immigration. It comes from the undernourishment of the urban school -- both financial and personnel undernourishment. It comes from increased prosperity which enables more parents to have the means to choose either their home location or their school, but not those whose economic circumstances force living in deteriorated neighborhoods. Perhaps also it comes from the increased awareness that education really is the mainstay of our society. Of influence, too, is society's awakening to the evils which accrue when some groups are left behind in the educational advances which rightfully should be shared by all.

If the problems of the inner-city are to be solved, it requires on the one hand that the problems and needs of children and youth be identified and resources made available to meet those needs. But the task is far more subtle and complex than such a mere one to one relationship. Children and youth must be served within the framework of the societal beliefs and social forces which exist or which can be created. It is only when these beliefs and social forces are known and understood that truly workable plans can be designed for any community.

The proposal that the Institute for Research undertake a socio-cultural census does not imply that there should be thereby created a means of arresting or changing beliefs or trends. The purpose is to provide agency and school personnel with knowledge of the real nature of the problem with which programs can be effectively designed. If, for example, a program designed to cope with one problem creates a militant opposition as happened in the school pairing in New York City in September, new forces are created which diminish rather than enhance the possibilities for the kind of future cooperation needed. The wisdom of the Board of Education in New York City in instituting pairing is not an issue. What is needed is an awareness of the kind of existing latent forces which can be taken into account when crisis situations arise.

Far more is involved in the socio-cultural census than providing information which may be of assistance at the administrative and decision making level. Social workers, teachers, school principals, guidance counselors and other professional workers are frequently unaware of the real nature of the social milieu which falls within the domain of their institutions. They may not understand the conflicts of values between themselves and their community. They may understand neither the hopes and aspirations of their children and youth nor the relationships between these and manifest behavior. Frequently, the professional worker behaves as if he must somehow rid his charges of what appear to him to be undesirable attitudes rather than understanding the attitude and channeling it so that new inner resources are created in individuals. Frequently, those suffering from the effects of social deterioration have demands placed upon them which far exceed their capabilities. Their choice sometimes is simple compliance to authority without the reward of increased experience and maturity or as an alternative the rejection of school with the concomitant development of hostility and rebelliousness toward the school and its authority figures.

The socio-cultural census provides the means whereby some alleviating programs can be created. No grand educational program is suddenly going to create harmony between the institutions and their constituency. But the harmony can become existent as the inner resources of individual professional workers are developed and enhanced. Each professional in the schools and in the social agencies has to come to grips with the problems of deprivation on his own terms, to understand it in his own way, and to seek within himself that understanding which enables him to draw upon the outside resources which he needs to fulfill his understanding. The task of the Institute of Research is to provide and promulgate an accurate analysis of the social milieu in the inner-city of Providence as a basis for community action.

The socio-cultural census would be conducted in the areas of the inner-city but its centers of focus would not be geographical areas but the schools serving these areas. Since it is the resources of the educational institutions which are of primary concern, these would be the first and primary centers. Specific public schools will be specified, for it is through these that the primary public concern is expressed. By establishing the schools as the center of focus, both private and parochial schools as well as public and private social agencies serving these areas are included in the total purview and in the overall approach to the problem.

It is proposed that the professional personnel of these schools and agencies be employed by the Institute for Research to conduct the socio-cultural census. We can see little to be gained by producing a study which results only in a research document, for this is a program designed primarily for the development of resources and concrete action. It is through actual participation in the census that the professional staffs can become thoroughly acquainted both with the culture itself and with each other's concerns and programs.

The socio-cultural census will provide data of the following dimensions:

1. Geographical areas
2. Parental occupation and education
3. Rate of in-migration and out-migration
4. Parental education
5. Extent of neighborhood delinquency
6. Parental attitudes toward other ethnic groups
7. School dropout rate
8. Extent of school retardation
9. Parental aspirations for child
10. Extent of employed and unemployed youth

These characteristics will be appropriately cross-classified to provide descriptive statistical data on the social milieu. The data will be also acquired by individual children so that the professional staff concerned will have a more adequate conception of the world in which their youth live. Where appropriate the Kvaraceus Delinquency Proneness Scale would be administered to measure the extent that children and youth have already become victimized by their culture. The Personal Values Inventory which measures academic motivation as well as hostility toward school would also be utilized.

Rhode Island Law prohibits the use by schools of certain types of psychological tests and expressly forbids schools to ask children questions concerning parental attitudes and parental occupation. Both the Delinquency Proneness Scales and the Personal Values Inventory, however, can be administered in Rhode Island.

The socio-cultural census would not be conducted through the schools or by testing or questioning students. It is proposed that school and agency staff be employed for the field survey work. Field interviews would be conducted with parents and with an appropriate sample of area residents.

The data will be processed so that there will be available for each individual child and youth a decription of the world in which he lives and the ways in which he is striving to cope with this world. With the cooperation of the Rhode Island Social Services Index there would be provided where appropriate the individual involvement with other social agencies. From all of this, then it would be possible for the school and agency staff to understand the deprived child as he perceives his world.

Training sessions will be needed to provide the necessary orientation to survey techniques. It may, in some instances be possible to have the field workers (selected professional staff from the schools and agencies involved) oversee a part of the total census and process a part of the data. Such a procedure would provide an additional channel whereby the study is maintained as the area's study rather than as belonging to some external agency.

Since the project will require a great deal of time of school and agency personnel, it would undoubtedly be desirable to increase the number of professional employees. Clearly the most advantageous way to achieve this would be to have those schools and agencies involved increase their staff size. Certification and tenure laws may make this difficult in some instances. If necessary project personnel can fill school or agency positions on a substitute basis thereby releasing regular staff. While it is difficult to spell out the administrative details which may be encountered these are not insurmountable. Clearly, it is preferable to utilize and strengthen existing staff than to establish a separate task force to carry out this phase of the project.

### C. Research into School Problems of Culturally Deprived Including Underachievement and Underaspiration.

There can be little doubt that the school experience plays a major role in the development of attitudes which will come to be primary in determining the direction which an individual will take in his life and career. To assert this is not to minimize the well-known familial causative factors which are the predeterminers of emotional well being and of the development of that self security which allows the well-integrated ego to come to fruition. Still, every individual in this culture must make an adaptation to the demands of school. Those who find learning intrinsically rewarding easily accomodate themselves to school demands. When school success is commensurate with an individual's long-range career and educational goals, aspirations and achievement go hand in hand and become intertwined and internalized into a set of attitudes and beliefs which become part of the individual's motivational structure.

Success in school in the early years is not limited to those who have high aspirations or to those whose homes have high expectations. Early school success may thrive on its own rewards of self satisfaction. Surely it may open new vistas to those with low aspirations, for the successful student has continued school success and the related career patterns available to him if he so chooses.

Frequently it must be that early school success does not continue to be rewarding and the concomitant internalization fails to take place. Favorable attitudes and values related to school may be lost in a variety of ways: parents may deprecate school success to reinforce their own attitudes toward school or toward the middle class; the peer group to which the culturally deprived orient is rampant with hostile attitudes toward schools which frequently serve as a protective ego defense against school failure thereby making striving unnecessary; lack of aspirations or inadequate adult identification models around which long-range achievement goals could be formulated serve to disconnect school success from the rest of the individual's life space.

Those who are unable to obtain success in school probably learn early to make appropriate compensation. Even when a child has understanding and sympathetic teachers, those who fail to make adequate progress must at an early age learn ways of building ego defenses which serve to make the school situation tolerable. Indeed it seems that these ego defenses are what later come to be manifested as those youth culture attitudes which express disdain and hostility toward school. The complex interactions which come to develop high levels of school strivings in some children and in others low striving and hostility toward school are not wholly understood although the major variables are known, although it does seem quite evident that a variety of protective devices or ego defenses against school are both simple and easy to acquire. Establishing school expectations commensurate with performance successfully combats feelings of inadequacy resulting from failure. The development of a self image which incorporates feelings of intellectual inadequacy serves a similar purpose.

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Frequently children develop attitudes which place blame for poor performance on poor or unfair teachers. Such attitudes may generalize so that it is the entire school and the adult world which is to blame. School success probably serves to protect the child against the development of such attitudes even when there are other influences in his life which might lead toward the development of a general hostility directed at the adult world. This underscores the primacy of a well-planned educational program designed to forestall the school failure which seems to typify the life of the culturally deprived child.

The proposed research design would investigate the relationships between school success both actual and perceived with the development of levels of educational and career goals for children and young people living in the inner-city. It would also investigate the way in which ego defenses are established in reaction to school failure, attempting to relate these to both home influences and teaching practices in schools in deteriorated neighborhoods.

It is not proposed that the Institute for Research undertake a program of theoretical study divorced from the problems of reintegrating and developing the culturally handicapped of Providence. If, as is hypothesized, school success plays a critical role in insulating an individual against debilitating outside influences, a major problem would be the development of scientific classroom techniques in schools of the inner-city which make failure less evident, or which provide means by which each individual comes to develop a striving strategy for coping with failure. While such programs would fall within the purview of the Institute of School Development, the two Institutes would be working jointly on the research and development.

The research design must be examined from the point of view of prevention, remediation, and control of the cycle of poverty. The overall proposal for the educational program is for prevention first. If it were possible to provide each child equal opportunities for experiencing success and self fulfillment throughout the school years then remediation would be unnecessary. While it is assumed that much can be done toward closing the gap of unequal opportunities, most children will have to learn to contend with failure, some over a long period of time. Educators have known for decades that it becomes increasingly difficult to teach skills such as reading or arithmetic to those who have had long experiences of failure in the learning of these skills. Yet, if remediation is to be successful, this is precisely the problem which must be solved, for the less capable child must either be taught how to develop a strategy which enables him to make a long-range approach to his learning, or the school must adopt practices which allow for much longer instructional time spans or more efficient methods of teaching. Remediation can be much more effectively planned if teachers know and understand the way in which self attitudes are developing and the way in which they are related to the development of aspirations and long-range goals. Control is somewhat similar to remediation for both involve identification of internalized attitudes which block some behaviors on the one hand and enhance different behaviors on the other. Early identification of children and youth in the inner-city who have developed hostility toward school and toward society and who show other symptoms of delinquency proneness can be of assistance both in remediation and control.

It has been proposed that as part of the socio-cultural census the Personal Values Inventory and the Kvareceus Delinquency Proneness Scales be administered. It is further proposed that an instrument similar to the Personal Values Inventory for use at the earliest grade levels be devised. The Personal Values Inventory has been developed using as a criteria the prediction of school success as measured by school marks. It has been demonstrated that this instrument will successfully measure academic motivation at least as early as the eighth grade, probably as early as the seventh. Still, the precursors of academic motivation must be present at much earlier grade levels. It is proposed for both elementary and junior high school levels that that test, or some similar test to be devised, be re-evaluated by establishing as criteria the identification of individuals who manifest three major ways of coping with school failure, namely: directing blame at teacher, or school, or the adult world; acknowledgement of poor performance but compensating for it by either development of roles and attitudes which make performance unnecessary, or by achievement of success in non-school areas; and the lowering of educational and career expectations together with the lowering of the internalized attitudes of self capabilities.

Teachers will be used across the grade levels to identify children and youth who manifest this behavior so that the various criterion groups can be established for test instrument development. The identification will, however, serve to earmark for teachers those children who possess or who are developing such behavior. This will make it possible not only to point out to teachers early symptoms of developing school rejection and hostility, but allow them to begin to seek out ways of coping with this. Until there has been some body of experience developed to suggest various approaches which teachers might use there can be little new practice systematically inplemented.

School success can be determined both by objective criteria and by self report of students. Both are proposed as a means of determining the ways in which school success and aspirations interact and the way in which these in turn provide insulation against the youth culture.

While the entire project in Providence is premised upon the belief that prevention can be achieved, at higher grade levels at least probably both remediation and control are necessary. For those individuals in the later years of elementary school and in the junior high school who have developed high academic motivation or who at least have not developed extensive hostility toward school, there may be opportunities for them to maintain their attitudes if they do not become victimized by their peer group. While the research is aimed at identification and analysis, its purpose is to provide programs which are designed for the particular problems faced by youth. One such program would be to create new peer groups by proximity so that such youth come to see that they do not exist in isolation. Every culturally deprived youngster who can maintain school success serves far more than himself, for he provides that much needed identification model for those younger who remain uncommitted.

## D. Evaluation of the Total Educational Program

The problem of evaluation of educational activities is broad and complex. On the one hand there are the control group experiments which can compare the groups against some criterion. Such comparisons are frequently very useful especially where programs have broad implications for new educational directions. New programs can thereby be planned and undertaken. With multivariate analysis considerable refinements can be made in control group experiments.

The ways in which analysis of covariance can be used are well known. With the resource of computers such analyses can be readily undertaken and rapidly evaluated. Multivariate analysis of variance and covariance can be incorporated into control experiments thereby providing a complete evaluation of all variables without the necessity of making the _a priori_ seclection of variables which analysis of covariance mandates. In some instances the discriminant function can be useful in comparing group differences. While this statistic is ordinarily called for when the characteristics of several population samples are to be differentiated, it is also possible to utilize it in control group experiments. If for example, method A is superior to method B in producing performance C, then the discriminate function will identify performance C as a discriminant which differentiates membership in group A from group B.

Some sections of this proposal lend themselves to evaluation through such multivariate analyses in such obvious ways that it is almost trivial to enumerate them. Certainly the Preschool Program in Reading and the Pilot Demonstrations of Curricular Innovations in Reading would fall in this category. The procedures to be followed are well known to those engaged in educational research. They are clearly outlined in Cooley and Lohnes "Multivariate Analysis for the Behavioral Scientist."

A number of programs have been proposed for Providence which would fall under the aegis of the Institute for School Development which could be evaluated using the above-mentioned multivariate procedures. Pilot Demonstrations of Curricular Innovations to Serve the Culturally Deprived and Special Programs for School Dropouts can utilize such procedures although it may not necessarily best serve the purposes of the overall program to attempt in all cases to utilize controlled group experiments. Frequently, however, pre and post testing can be substituted for the control group. This would appear to be the most appropriate procedure for the Evening Tutoring Programs for Adolescents, for Remedial Procedures for Alienated Youth, and for other programs where either there are expected gains in measurable formal learning outcomes or where there is an expected change in attitudes or behavior.

Statistical evaluation of programs constitutes but one way of viewing the problem of evaluation. There is a broad spectrum of criteria against which the success of the Providence program can be weighed. For example:

1. Does the program draw out widespread community support?
2. Are new community resources initiated as a result of the program?
3. Is the competence of the professional staff in schools and social agencies increased by the program?
4. Does the program bring a larger pool of talented professional staff into the area?
5. Are the urban schools-in particular, those in the inner-city - now able to successfully compete with the suburban areas for the best teachers?

There is also, perhaps on a lower level, a different spectrum of criteria for program evaluation. These would include the following:

1. Self reports of satisfaction of individual programs or activities by teachers in schools in the inner-city.
2. Evaluation by students of their own success or progress resulting from the introduction of new classroom methods and materials.
3. Parental evaluation reports.
4. Judgments by outside specialists engaged in similar types of activities.

All of these procedures for evaluation are important and would form part of the procedures to be used by the Institute for Research. Still, its function would be broader. All types of evaluation can serve to call out new resources and new directions for programs. Some evaluation is conducted so that those who do less well than expected feel condemned and criticized. While such evaluation may at times serve purely scientific research purposes, it tends to inhibit change on the part of those involved rather than to enhance change. Scientific evaluation can be so undertaken that the teachers and other professional staff are constantly striving to maximize the utilization of their own inner resources. The research can be so conducted that the staff does not feel inadequate when poor performance is identified. They rather feel that in a broad program of social action both success and failure are to be expected. Failure indicates that change and renovation is necessary. To achieve this broad purpose of evaluation close liason between the research staff and the practitioners is called for. The research staff are participants in the programs. They design research cooperatively with the staff. They translate results in ways which divert individual criticism but converge on problems where staff cooperation can draw out the new resources needed for change. Strong hopes are held for the development of close and cordial relationships in

Providence between the researcher and the teacher; as a matter of fact, wherever possible, the latter will be employed to assist in the gathering and interpretation of data which may call for the adoption of modified classroom practice.

## Areas of Theoretical and Applied Research

There can be little doubt that there is in process a revolution in educational research. The new resources of computer technology make it possible to design research which provides new insights into theory and its applications in practice.

There has been some disappointment that factor analyses have not provided, as yet, the anticipated major break throughs in understanding personality dynamics. Yet, it is quite clear that factor analysis and the other multivariate procedures still hold promise of providing the needed perspective.

There are two facets from which future factor analytic research must be approached. On the one hand carefully delineated studies controlling population or sample characteristics are needed. These make it possible to indicate to what extent factor domains result from the sample rather than from some ascribed characteristic. For example, if in a study of delinquent youth, delinquency proneness measures are factored, the factors produced will differ depending upon whether the sample is random, boys only, or boys only from a particular socio-economic status. By controlling the sample or by selecting samples with differing characteristics, the factors related to the criteria can be differentiated from those related to the sample.

The second facet involves a synthesis between the multivariate statistical approach and the clinical approach. If factoring produces meaningful results, then this can be determined by successfully comparing and identifying as the same the factor domains resulting from a number of different studies. The meaningfulness of factors can also be determined by producing corresponding descriptions of individuals from the factor domains and from clinical case studies. The language by which individuals are described may be also better understood by rotating factors (the fusion factoring described by Kassebaum) to see whether various clinical descriptions or descriptive words are identifying the same factor domains with the vectors in differing rotational positions.

While research along these lines might be today the most basic personality research, it does none-the-less lend itself to the kinds of research and development programs involved in control of social deterioration. It does not require complex approaches in the field not easily understood by the non-statistically trained professional staff. For the field work involves interviewing and procurement and involvement with case studies. Hence, it can call out resources of the staff at all levels in approaching understandable ways of describing individuals.

Suggestions will be found below for additional categories of research which might emerge out of what has already been proposed for the Institute of Research.

A. Personality Typologies

The new availability of instruments to measure a wide variety of personality characteristics, but particularly the Michigan M Scales of academic motivation, the Personal Values Inventory, the Kvaraceus Delinquency Proneness Scales, as well as other self concept measures make it possible to identify a series of factor domains both in the general population and in those populations where social deterioration is prevalent.

The teams of professional workers under the direction of clinical psychologists and/or psychiatrists will be describing individuals through two different systems. Can either augment the other by on the one side assisting in identifying the factor domains and on the other clarifying descriptive insight by examining the factor domain?

Such a theoretical formulation would be but an overlay upon an equally basic investigation. How do the identifiable personality characteristics determine the way in which individuals relate to their culture?

Glueck, for example, in finding that certain family influences play a major role in determining who will become delinquent leaves many problems to be dealt with. Can the personality structure created by these influences be identified? Is this personality describable in both clinical or base study terms and in factor domain terms? Does this identification assist in understanding how the individual can be assisted? Much research has been done with creativity but none which relates creativity to this subculture. Is creativity existent among delinquents? Is this a domain which will be useful in understanding how to work with a particular student?

The investigation of personality typologies will involve the development of new measuring instruments. It should certainly lead to the development of new experimental clinical approaches. Tests of creativity seem to have real promise with those who suffer from cultural deprivation. Creativity may be stifled by inadequate environmental stimulation. It may, however, channel itself into different kinds of activities. This may provide a new way to identify some aspects of intelligence not readily identifiable in those suffering from lack of environmental stimulation. This might be one of a number of typologies which might be utilized.

## B. Socio-Psychological Problems

Related to the identification of typologies is the problem of understanding how a particular culture interacts with various personalities. It is obvious that, for example, aggressive people would find their behavior far more acceptable in some cultures than in others. The way in which personality interacts with the culture is not obvious in most situations. There is quite widespread agreement that delinquency is a social phenomena not a psychological one. Yet this very statement tends to disguise the problem which must be contended with. In one sense the social cannot be separated from the psychological any more than one can separate the individual welfare from the social welfare. Yet this is the very problem which can now in a limited way be handled. How does an individual with a particular type of personality relate to the sub-culture of delinquency? Are there some personality structures which react toward this culture in ways that make them able to strive away from it? Can some people with a given set of personality characteristics contend with some kinds of social situations but not with others? Are there behavioral repertoires which can be learned which will make it possible for individuals of given characteristics to contend with certain sub-cultures? Are some sub-cultures modifiable so that they can more easily be overcome?

There is no intent to suggest that answers to such questions will be forthcoming. The questions themselves are ambiguous for they strike a non-existent dichotomy. Yet, even so, the new technology makes it conceivable that such questions can at least be approached in educational research related to delinquency and social deterioration. The statistical techniques of the discriminant function are just beginning to be applied to problems of this kind. The most recent work of W. W. Cooley indicates the approach which can be followed. However, his procedures can be extended for he defines groups in a simple descriptive system. It is also possible to define groups through initial factor analytic techniques. The various roles available to the delinquent can be identified, through questionnaires, ratings, and descriptions. When these are continuous variables they are factorable. The factors then can be the dichotomized groups to which the discriminant functions can be applied.

## C. Social Climate

The studies which have been suggested imply that there is a readily available body of knowledge which is descriptive of the social climate in metropolitan areas. This is not true. There are, of course, numerous studies of urban youth and the conditions in the present centers of social decay. It is doubtful that there is the kind of documentation which enables those who work with youth to thoroughly understand the urban social climate. Coleman's "Adolescent Society" and Havighurst's "Growing up in River City" do not provide adequate descriptions. On the contrary, they may be providing a false image from which inappropriate inferences are currently being made. Very much needed are accurate descriptions patterned in part after the Adolescent Society, but utilizing up-to-date data processing techniques, so that the structure of the society can be identified. It may well be that urbanization has resulted in the development of sub-cultures which do not have comparable bases among several metropolitan centers. Urban centers may have various proportions of new native-migration, both white and colored. They may have a residual population resulting from the out-migration of those leaving for the suburbs. They may have foreign in-migration. The combinations which result may have very different characteristics and require differing approaches in dealing with social decay. Thus, to make the socio-cultural census suggested in section 12 meaningful, it may be necessary to develop the very constructs on which such a census could meaningfully reside.

### D. Instructional Techniques and Grouping practices

Social programs designed to deal with selected populations should always be accompanied by appropriate evaluative research, Much of the available knowledge on the adequacy of instructional techniques, materials, or equipment is based on the assumption that the techniques are equally applicable for all groups. Traditionally, it has been only intelligence which has been used as an experimental control in the evaluation of instruction. Perhaps this is because it is primarily for children differing in intelligence that special instructional techniques have been developed. Thus, one may find adequate guides to practice for educating the mentally retarded, but not find guides for educating the alienated in the regular school situation. There is much loose talk, of course, about motivation. There are many hortatory statements urging concern for various kinds of non-learners, but there is not a well formulated body of knowledge which indicates the conditions under which a particular instructional technique will produce given results. There has also been a tendency to group students almost exclusively on the basis of intelligence or on the basis of previous school performance. There has been almost a disregard for the problem of the circumstances under which levels of performance could be improved.

There is a tendency for schools in metropolitan centers to become more homogeneous in their social class background. Is it known that this produces a stultifying effect? What are the circumstances under which an individual strives for success? The vast research which has centered around the problem of homogeneous versus heterogeneous grouping would be fruitless to resurrect. Yet, the fact that Stoddard's Dual Progress Plan has not produced the anticipated educational advantages corroborates what has long been known to perceptive educators. It apparently is true that at least across broad limits ability grouping has little to do with educational achievement. The outcome of this has been an awareness that grouping is critical only when it in fact provides for educational experiences which are properly articulated on an individual basis.

Research needs to be directed so that it is possible to move beyond the confines of the above paradigm. Instruction must be geared to the individual, but the social psychological context within which the instruction takes place may be equally critical. Perhaps there are grouping techniques which organize along a different dimension. Simple dimensions which come to mind are rebelliousness versus conformity or independence versus dependence.

### E. Teacher characteristics

There have recently been several extensive studies on teacher characteristics as they relate to teacher personality and teaching. (Travelers et al. Cooperative Research Project number 444 and Looney et al. Cooperative Research Project number 453) Much has been written about the problem of the lack of adaptability of so-called middle class teachers to the pupils from lower class backgrounds.

Studies are needed which show whether or not there are some teacher personalities which can be trained to deal with and understand children from differing home backgrounds. There is probably at present sufficient empirical knowledge to give some indications as to the personalities of teachers who can most effectively deal with those caught in the delinquent sub-culture, although the best guide is undoubtedly to select those who have demonstrated their success.

It takes no extended observations to discover that many professional personnel who are practitioners in schools in the heart of the metropolitan centers have little understanding of or sympathy for those youth who are unable to adopt middle class standards. While these practitioners are on the one hand successful in that they can fairly well maintain order and discipline (a necessary prerequisite), they do not necessarily have the kinds of empathy which the youth in these schools must have. Research is needed first of all to clarify the problem of what kind of teacher is needed. Secondly research is needed to produce instruments which can be used to identify the kinds of teachers who can function most effectively.

In the first instance there are contradictions in the perspective which obtains. Do we need the teachers who can accept a student who continues to live in the delinquent sub-culture? Or do we need the teachers who can lead the student out of that sub-culture? There is at times, perhaps, a naive view that teachers ought to be able to accept and understand those from different class backgrounds. It may well be that the delinquent or those victimized by poverty can only be helped when in fact they do accept the middle class mores or the work and achievement perspective of the upper-lower class.

In the second instance while much of the needed instrumentation is already well developed, applications to teaching personnel would be important. New instrumentation (including interview techniques) is necessary to measure self insight as to one's own class position, and perhaps to measure such characteristics as lack of sensitivity to problems. More subtle instruments are needed to measure prejudice. The prejudice which probably presently blocks the relationship between adults and these youth is not open hostility and hatred. It is rather the feeling of the teachers that the children are "those people". It is the working with them rather than being one of them. These are the subtle prejudices about which little is known.

### E. Roles and Life Patterns

Can there be any doubt that the concern for the delinquent and the victims of cultural deprivation and poverty has called out many resources of personnel? The concerns have created many job opportunities and career patterns for social workers, teachers, guidance counselors, and administrators. As more and more resources are brought to bear more people are available to work with the victimized. What is it that we want of the victimized? Someone to work with? Are energies being directed to create new careers, new roles, new life patterns for the victimized or for those who work with them? What kind of individual can benefit from the kinds of programs envisaged? Merely one who is willing to conform to the demands of those who want someone to work with? Merely the one who is willing to go to the recreation center or the boys club? How does the victimized organize his life? What is his mission?

Many might not put the above questions as research. They may seem to be programatic or involved in development, yet, perhaps these are the most basic of research questions. Is it not conceivable that the most basic problem of all is the development of meaningful goals? What is really desired is that each individual create within himself a meaningful way of relating himself to the culture. If this relationship of self to culture is to draw out the self, with its talent and its inner resources, it is because the drawing out has some meaning. Individuals strive because there is something that can be achieved. Unless there exists something that youth can strive for which is real, not contrived, then the cycle of poverty which breeds delinquency will continue. Research then is needed to discover how these roles and life patterns can become existent for these youth.

## Organization of the Institute for Research

The Institute for Research has been proposed as an operational unit in the Providence program on the assumption that it will be established as a coordinate arm of one of the colleges or universities in the city. It might be associated with the Rhode Island College Educational Services Center, or as a joint undertaking of the Education Department and computer facility at either Providence College or Brown University. Irrespective of the organization and operation of the Institute it will of necessity be utilizing at least in part the one major computer facility in the state located at Brown University. The Institute for Research might be organized as an arm of the research division of the State Department of Education. Associating the Institute either with an institution or the State Department will tend to conserve staff. It will also enable it to operate through the communication channels already established. Such an organization would enable the sponsoring institution or the State Department to attract high-level staff for much more permanency of position can be assured. Surely, if and when governmental support is reduced or redirected, it is advantageous to have an operational unit able to continue functioning. The Institute for Research should become a major facility in its own right, developing other new research which might be supported by other governmental agencies or by private foundations.

Circumstances might mandate, however, that a separate organization be established solely for the purpose of implementing this proposal. Such an agency could expect, however, to receive active support from the institutions mentioned above. Even in this case it might still be possible to provide for a staff whose time might be shared between colleges in Providence and the Research Institute itself.

The Institute staff in any event would consist of a director who would need to be a specialist in educational research with a background in modern data processing techniques. He would, in addition, need to be founded in social psychological theory. An assistant director or field director would be needed to conduct the surveys and to construct the needed survey instruments. The assistant director would be less familiar with data processing and statistical techniques than the director, but more able to conduct both the field work and the training sessions for those engaged in survey work.

The services of a computer programmer might be required full time. This staff position could be filled by a person less versed in actual programming than in maintenance of data systems and the preparation of data for existing programs. Some programmer time will be required, but it may be possible to procure this from existing computer facilities.

Two field workers would be required who might have a background in social work, school social work, or in school guidance. These field workers would need to have sufficient background and experience so that they would be accepted by school personnel as leaders and specialists in their field.

A clerical staff of four, one of whom would be an executive secretary would complete the staff.

## Budget for Institute of Research

All Salaries are Maximum

| | | |
|---|---|---|
| Professional Staff | | |
| Director | $ 13,000 | |
| Assistant Director | 10,000 | |
| Programmer or data processing specialist (part-time or consultant) | 6,000 * | |
| Field workers (2) | 16,000 | |
| | | $ 45,000 |
| Clerical Staff | | |
| Executive Secretary | $ 5,000 | |
| Typist | 4,000 | |
| Key puncher, coder, etc. | 8,000* | |
| | | $ 17,000 |
| Consultants | | |
| 50 days @ $100/day | $ 5,000 | |
| Part-time assistants, teachers and guidance counselors for field work, consultation, planning, etc. 2,000 days @ $30/day | $ 60,000 | |
| | | $ 65,000 |
| Other | | |
| F.I.C.A., incl. T.D.I. | $ 1,000 | |
| Tests, mailing, printing, etc. | 6,000 | |
| Reimbursement to schools and agencies for use of facilities | 5,000 | |
| Conference expenses for planning and coordinating | 5,000 | |
| Dislocation expenses | 2,000 | |
| | | $ 19,000 |
| | | $146,000 |
| Office space and equipment or University overhead expenses @ 25% | $ 36,000 | |
| Computer time | 8,000 * | |
| | | $ 44,000 |
| TOTAL .................... | | $190,000 |

*These items may be contractually secured: Total $22,000

## V. THE INSTITUTE FOR SCHOOL DEVELOPMENT

The Institute for School Development, in a real sense, is aptly named, for its prime objective is the development in the schools and with the cooperation of social and other agencies of new ways of dealing with the education of the deprived and the disadvantaged. By themselves and sometimes with outside help schools have tried to reverse the decline of schools and school achievement in declining neighborhoods. But mainly this has been a rear guard action. In competition with education afforded by slum housing, undernourishment, poverty, broken homes, and lower class mores, the schools have been hard put to maintain their position that the mind is worth cultivating. More often than not schools have been forced to the position of trying to salvage from social blight the lives of children whose levels of expectation are low - sometimes lower than their illiterate parents.

This proposal seeks to free Providence schools to attempt new and different programs aimed at serving the disadvantaged. It will bring both public and private schools into contact with the resources of colleges and universities and social agencies in the Providence area, providing them with the funds and the opportunities to mount demonstration projects that do more than duplicate previous efforts to assist the culturally deprived.

Assistance to the schools and social agencies of Providence calls for more than additional funds for more classrooms and materials and for increasing the ratio of teachers to students; it calls for experimentation that is bold and venturesome, but always predicated on research data which brings the problem of cultural deprivation in Providence into understandable and valid terms.

Proposed then is a unit of school development working closely with a unit of research so that new programs can be developed in Providence not in isolation but in concert and scale with total community effort, so that there will be rapid feedback to research and new opportunities developed as they become apparent. Equally important, the interrelationship of research and development can force the abandonment of experimental programs long before their failure drains funds which can more profitably be used in alternate activities.

The Institute for School Development will be charged with the following responsibilities:

(1) Contracting with schools and/or other agencies in carrying on activities and seeking to achieve predetermined goals of the programs specified in this section of the proposal

(2) Consulting with schools or other agencies in working out operational details

(3) Monitoring the specific programs in action

as part of a continuous program of evaluation in cooperation with the Institute of Research.

(4) Providing the training of school personnel to accomplish objectives of the specific program.

(5) Directing the attention of the community through appropriate publicity to the nature of the experimentation and the long-range aspects implied by its success in dealing with the problem of the culturally disadvantaged.

(6) Attempting to explore ways of incorporating successful deviations from school practice into the standard curriculum as well as ways of encouraging local funding of successful experimental programs to insure their continuance as part of the "normal" program.

While it may be desirable to affiliate the Institute for Research and the Institute for Reading with a local college or university, this may not be appropriate for the Institute for School Development. It will have close operational ties to the colleges in the city for much of its work will consist of arranging with colleges or universities to undertake various parts of the program. Obviously the Institute for School Development must have very close liaison with the schools for much of the program is to be conducted by schools and in schools. Since Providence Youth Progress Board has college, school, and community representation on its Board of Directors, it can provide the needed liaison between the Institute for School Development and these various groups. Since the school committee chairman of the City of Providence, the superintendents of both public and diocese schools, and representatives from Brown University, Providence College, and Rhode Island College are all on the Board of Providence Youth Progress Board, it would seem inappropriate to establish some intermediate unit to which the Institute for School Development would be responsible. If such an intermediate unit should prove desirable, it would consist of representation such as that above.

At the heart of this proposal for an Institute for School Development is the assumption that nobody knows the "ideal" system for educating culturally deprived, unaspiring, underachieving children resident in the inner city. But experience and research tend to indicate that whatever programs are launched to serve these disadvantaged children they must take into account such things as:

1. Proper diagnosis as a prelude to remediation
2. Individualization of pupil programs
3. Differentiation of instruction
4. Flexible grouping (subgroups instead of gross grading)
5. Flexibility of arrangements for learning (space)
6. Flexibility of arrangements for learning (curriculum)
7. Increased use of technological aids to learning
8. Continuous guidance and testing to support individualization

It should be noted that the Institute for School Development does not propose to initiate demonstration projects in all the schools within the inner city. On the contrary, it will seek to develop in one and possibly two schools experimental approaches which can be tested effectively in selected locations where there is a readiness for innovation.

Under the aegis of the Institute for School Development eleven separate actions are proposed. They are briefly described below.

## A. Conferences on Educational Needs of the Culturally Deprived

What are the characteristics of metropolitan living which give rise to social deterioration and cultural deprivation? What are the forces in a community which impact these problems and make more difficult their solution? What are the behavior patterns of youth caught in such a situation and what are the basic inabilities of schools and other educational agencies to alter this behavior?

What, in short, can a community interested in facing up to the fact that children and youth who reside in the metropolitan area are, in fact, culturally deprived and educationally undernourished do to initiate and carry through a program of action which will strike at this problem in an intelligent and efficient manner?

This series of questions, a few among many which can be readily asked about the significance, treatment and control of social deterioration, are posed to suggest that an early worthy activity in any large scale community effort at social amelioration should be a series of conferences designed to offer civic leaders, agency officials and staff, school officials, teachers and social workers, as well as interested citizens, information and inspiration from leaders in the field, selected educators, sociologists, psychologists and social workers of repute – all with scholarly competence – should be brought in to help the community not only to understand the dimensions of the problem but to appreciate what research and validated best practice in other communities offer in the way of solution locally.

It is obvious that a gainful action program aimed at serving the educational needs of alienated youth cannot be achieved by schools and formal educational agencies alone. The fullest kind of cooperation is needed from the schools, of course, but this must be joined by the efforts of youth-serving agencies, churches, employers, police, and welfare agencies.

Conferences on the educational needs of the culturally deprived, then, are suggested as an early move in any strategy designed to mount a community program in Providence aimed at widespread interest, concern, and cooperation. The newer insights of the behavioral sciences- biology, psychology, anthropology, sociology - have much to contribute in building a higher threshold of understanding of this problem. Educational practices designed to serve the culturally deprived in the light of new knowledge and research from these fields weigh heavily against the ingrained habits, vested interests, tradition and inertia which often typify existing programs.

With the cooperation of schools in the inner-city - both public and private - and with the active participation of social agencies there would be arranged a series of conferences with the prime purpose of alerting personnel to the extent and consequences of existing problems in delinquency, poverty, and cultural deprivation in the inner-city of Providence.

Utilizing the resources of Rhode Island colleges and universities, selected educators, sociologists, psychologists, and social workers would be asked to plan and staff the conference program. The Institute for Research would compile data useful in a comprehension of social deterioration in a metropolitan area generally and specifically with reference to the inner-city which is the target area of this proposal. Direct working relationships will be established with the State Department of Education and other state health and welfare agencies to insure in-service credit for the participation of personnel eventually drawn into experimental programs in schools in the inner-city.

The size and shape of social problems to be encountered are likely to challenge the knowledge and inventiveness of the most able and experienced professionals in the community. Activities suggested in this proposal will inevitably involve changes in specific practices and procedures not likely to be put into effect until the practitioners involved have a firm comprehension of the basic problem and predictable ways of seeking its solution.

Program development is essentially a continuing process that begins with basic understandings, readiness, and the urge to experiment. After a specific program is identified in a preliminary way, some general objectives are established and tentative ideas on program methods are forthcoming. The process requires repetition until an operational design evolves which has both the clarity and specificity which promises intelligent execution of its elements. In short, the conferences are designed to provide the basic understandings and possible strategies.

## B. In-Service Training Institutes for Teachers and Teacher Aides

Whatever arrangements are made in a community to treat, prevent, and control social deterioration, it is more than likely that the heart of these efforts will be centered in the school, public or private, which the culturally deprived child or youth attends. Throughout the early part of his life it is more than likely that the one institution favorably situated to serve the youth will be the school. Legal arrangements, if nothing else, place the school in this strategic position. Moreover, the one professionally trained person who will have the greatest opportunity over the longest period of time to help insure the individual's growth and development will be the teacher. This gives rise to the critical question: is the average teacher prepared for this crucial task?

Most teachers confronted with this question would be quite frank, and rightly so, in replying in the negative. Little if anything in the average teacher's training is specific preparation for the task of serving the culturally deprived pupil. A product most likely of the middle class, trained for service in an institution in which middle class values are prized, the teacher is invariably insensitive to the problems of alienated youth and understandably so. But this insensitivity and lack of specific preparation are barriers to any effective service to the culturally deprived.

This service may require a fundamental and important shift in educational emphasis, for it is possible that in the realm of values, attitude, and trait development education for the culturally deprived may find its most significant context. Stated baldly, the teacher's role may be to help the alienated child to come to terms with himself - to help the pupil to know who he is, what he is doing, and why. As Robert Mathewson in "A Strategy for American Education" has pointed out, "The inner direction implicit in this indeed entails a near revolutionary shift in educational emphasis - not less of the cognitive, intellectual and skills content but more of the affective, the attitudinal, the valuing."

If personal-social development is accepted as a primary educational responsibility in serving the culturally deprived child, then the teacher needs to be prepared to supplement the traditional intellectual and verbal problem solving method as the one to mark his teaching.

In short, schools which propose to assist the culturally deprived must be staffed by teachers who have specific training in understanding and teaching the alienated. This training should include decisions regarding goals, methods, content, activities, and evaluation.

Proposed, therefore, are programs of in-service training for teachers, and, it is hoped for teacher aides to bring before them the latest knowledge from research and validated practice in other communities relative to educational problems of culturally deprived youngsters. The instruction would be provided by competent personnel from universities and the schools with specialists in the behavioral sciences numbered among the professional educators secured as lecturers and discussion leaders.

Experienced teachers trained in this manner will be enabled thereby to share their insights, techniques, and materials with less experienced teachers in the schools.

## C. Development of a Program of School Coordinating Service in Selected Schools

Students in need of out-of-school as well as extracurricular programs and activities which can be of assistance to them in their process of socialization may be deprived of such because of inadequate communication channels. Frequently, those most in need of such programs will be those who do not seek them out. Furthermore, those who may be in the most need may not fit readily into existing programs. Already victimized by the cycle of poverty they may early become so unsocialized that they cannot conform to the demands of the conformity-oriented mores. They will both reject and be rejected by existing activities which have not been able to adopt themselves to the demands of the student.

Almost universally there are inadequate or non-existent channels of communication among the existing programs. City recreation activities, boys clubs, scouts, settlement house activities, YMCA, etc., not wholly aware of multiple group membership, frequently overestimate the number of different youth handled. Thus they fail to recognize that there is an unserved population. If a youth rejects or is rejected by one socializing agency after the other, there are few existing communication channels through which this information would become known.

The circumstance is such that service agencies seek to operate through those who have regular contact and knowledge of individual students - the teachers and guidance counselors. A difficulty arises because the school personnel is frequently so overburdened that these requests seem peripheral to their main activities. More resources are needed at the school-personnel level so that the school, which is the one center common to all students, can take on the function of overseeing and coordinating the needs of students with available activities.

There are already model programs available in the city of Providence. The Recreation Department has regularly worked closely with the School Department in the sharing of physical facilities. The model program extends much further, for the Recreation Department has made it a practice to hire teachers and guidance counselors from the schools for its staff. Brown University has utilized school guidance counselors to conduct a program of college visitation for students with college potential but low aspirations, again illustrating that it is through the school that programs must be implemented. These models can be extended. Frequently teachers and guidance counselors are forced to hold a second job, often a non-professional one, because of the low school salaries. Available time of school personnel should be purchased for agency coordination.

In those areas where socialization of youth has become a major problem the school guidance counselor should have as a major concern the design and implementation of individualized programs, both extra-curricular and non-school, for every young person. This does not mean that in an area where poverty has created despair every child must participate in school and non-school socializing activities. Rather it means that guidance counselors, teachers, and school social workers are the ones who know students through the schools. They are the logical ones to provide suggestions, contacts, and referrals where they are needed. While probably more counselors and professional social workers are needed than are currently available, there is an immediate pool of talent readily available to serve youth now.

## D. Pre-School Programs for Pupils and Parents

The need for pre-school programs for pupils from neighborhoods gripped by poverty and cultural deprivation has been so well established that documentation is not needed. While there is extensive study and planning necessary to devise the most effective programs for providing equal opportunity for learning in the first year of formal schooling, there can be no doubt that early learning experiences at the pre-school level can make a significant alteration in the patterns which have come to be accepted as the rule. Without adequate pre-school experiences even those with high native capability frequently fail to make normal progress in school. School programs can be adjusted, and need to be, to accommodate those youngsters who do not make normal progress in the first few grades, yet, there are limitations on the flexibility of school programs. Children acquire expectations as to when they should learn to read. Without normal progress, the self-view becomes one of inadequacy. Individuals compensate for this by rejecting school. The cycle of poverty, deprivation, and despair is perpetuated. Kindergartens as they currently exist are not designed to cope with the problem. Both nursery schools and kindergartens have been designed primarily as socializing programs. Socialization is not enough. The victims of cultural deprivation must receive not only adequate cultural stimulation but in addition need to acquire the rudimentary skills which will make early learning strides possible when formal education begins.

There are existing agencies -- Salvation Army, Nickerson House, and others who currently operate preschool programs. These agencies should be coordinated in their activities, provided with professional assistance, and urged to serve the pre-nursery school age. If these agencies would augment the activities of the District Nurses, Family Service, Inc., Children's Friend and Service and those other agencies currently working primarily with infants and very young children, adequate resources would be provided at this early age level.

The major gap to be filled is at the nursery school age (3 to 5). The resources of some private nursery schools already in existence could be directed toward the needs of these children. Other nursery schools need to be created and coordinated with the existing kindergartens. Formal instructional programs need to be initiated in the early nursery school years, but to be successful the tenor and spirit of the group needs to be carefully nurtured. Experiences with formal cognitive process (letter recognition for example) need to come as early as possible but must not be pressed upon the unwilling or unready. The tenor of the classroom must be changed so that the teacher does not acquire satisfactions through superiority feelings from working with "these children." The situation must be one which develops and enhances self-respect. In an appropriate atmosphere the standard techniques of good nursery schools and kindergartens will be of value. When augmented with instructional programs patterned after the work of O.K. Moore and Harry Fowler additional increments may be gained. Experimental techniques with the Augmented Roman Alphabet following the work of I.J. Pitman may prove a boon to these groups.

Parental contact is also required. Sufficient personnel resources both to staff and supervise nursery schools will be needed. Staff to make home contacts and to coordinate home services and school services will be necessary.

## E. Pilot Demonstrations of Curricular Innovations to Serve the Culturally Deprived at Three School Locations

There are three schools in the metropolitan area with heavy concentrations of culturally deprived pupils. Two of these are elementary schools and the third is a junior high school. School officials and the principals of the three buildings are willing and eager to experiment with potentially more useful ways of dealing with the educational problems of alienated youth. As a matter of fact, they have invited the active cooperation of colleges and universities in the state in devising new instructional programs for these students.

It is suggested that these schools be designated as experimental centers where with proper community support and the active cooperation of colleges and universities significant new ways of dealing with culturally deprived youth can be tested and hopefully put into practice.

Among the kinds of curricular and organizational innovations which might be given consideration are the following possibilities:

a. Team teaching

b. Flexible scheduling and grouping (subgroups instead of gross grading)

c. Ungraded elementary school - first three years

d. Dual progress plan (cultural imperatives vs cultural electives)

e. Core curriculum in the junior high school grades

f. Use of teacher aides at all grade levels

g. Flexibility of arrangements for learning (space)

h. Flexibility of arrangements for learning (curriculum)

i. Extended school day and extended school year

j. Teacher specilization

k. Modified kindergarten program

l. Use of technological aids in instruction - visual aids to insure vicarious experience for the intellectually undernourished

m. Elementary school guidance

n. Promotional policies and marking practices.

While this extended and somewhat disjointed list of possibilities for curricular innovation has been offered, it should be emphasized that only limited gains can be made from fragmented efforts to serve alienated youth in regular school programs. What is required is a considered look at the whole concept of the school which proposes to serve well these students - a look which scrutinized with critical concern the school's goals, its facilities, its methods, its staff, its curriculum, its finances - all with a view to adopting deviations from the traditional program which can render significant benefits to culturally disadvantaged pupils.

There is a high level of professional interest at the present time in each of the fourteen possibilities for curricular change just listed. Much of this professional interest, to be sure, has been stimulated by current national interest in improved elementary school programs for normal pupils, but, oddly enough, each bears heavily on the problems of the culturally deprived.

As James B. Conant has written in The Education of the American Teacher, "There is without doubt a ferment among educators with respect to the conduct of elementary education. The long standing notion of a self-contained classroom of 30 pupils taught by one teacher is giving way to alternative proposals." Many of these proposals are designed to achieve such purposes as individualization and differentiation of instruction, flexibility of scheduling and programming, emphasis on specialized teaching to overcome learning difficulties and deficiencies, and a new and growing concern for both the underachieving and the underaspiring student. There is no need to belabor the point here that as these purposes are better achieved the needs of the culturally deprived student are likely to be more adequately and more specifically met, too.

At any rate, one of the significant activities in the comprehensive, city-wide program would be the stimulation of experimentation in the curriculum, in particular in three schools in which there are large populations of culturally deprived youth.

## F. Establishment of Evening Tutoring Programs for Adolescents at Selected School Centers

The argument for the establishment of evening study centers to enable culturally deprived adolescents to compensate for the handicaps of home and circumstances which have cheated them of normal school progress is self-evident. What these students need is more time, more effort, more outside help to permit them to catch up. Evening study centers in selected junior high school buildings can achieve the following:

one - permit disadvantaged youth to find help useful to them in maintaining pace in their daytime classes and in assisting them in remedying deficiencies which impede this progress

two - make possible a means by which people with a concern for their plight - adult volunteers, including teachers, college students and interested citizens - can translate this concern into practical measures for the benefit of the culturally deprived.

This community has already given ample evidence of its concern and its willingness to be drafted in behalf of alienated youth. More than a score of university students are already engaged in a tutoring project designed to assist underprivileged students, while an equal number are actively engaged in another program of a settlement house with the same worthy purpose.

## G. Extended Counseling Services in Public Schools

It is strongly suggested that there be an extension and development of guidance services in the schools especially as these pertain to alienated youth in the metropolitan area. In the first instance, this means the initiation of a formal program with professionally trained workers in the elementary schools, in particular in those schools with heavy concentrations of the culturally deprived.

Beyond this, there should be developed - undoubtedly via increased funds, staff, and facilities - a guidance program in the secondary schools that is tailored to the needs of such youth. This undoubtedly means a program of guidance which has within it these elements.

a. The preparation and revision of a comprehensive, balanced program of curricular and extra curricular activities in harmony with the needs of alienated youth.

b. An orientation program which enables such youth to become intelligent about the factors in their study programs and the choices they make.

c. A counseling program, extended into after school hours if necessary, which puts at the disposal of the alienated student the best advice and assistance that the school amd the community can offer him.

d. A cumulative record which gives a complete, accurate and useful picture of the student and his development. This record should be comprehensive enough to include data on his out-of-school activities. The school's social worker should contribute regularly to this personnel file.

e. An effective program for the continuous study and diagnosis of the needs of alienated youth that will take advantage of what is known about him via agencies other than the school.

f. The coordination of the efforts of the guidance counselor and the instructional staff in meeting the needs of disadvantaged youth. Parents might well share, if possible, in this coordination.

g. The development of a program of pre-work guidance for those students whose secondary school careers are to terminate in advance of graduation. Schools might well join with employers and the Department of Employment Security in establishing guidelines for a program of this nature.

h. A careful follow-up which highlights the success or failure of the school in serving alienated youth. The follow-up would be used as a basis for revisions both in the curriculum and in the organization of the school.

## H. Special Programs for School Dropouts

When preventive and control measures have failed, one resorts to remediation in the hope that some alienated youth can be rescued from the recurring cycle of school failure and withdrawal. While there are many reasons that youth leave school, a major factor is the inability to profit from it largely because of negative attitudes toward school. Low aspirations also play a major role. Many of the youth victimized by poverty see no way of escape. The availability of what seem to these victimized to be viable alternations creates major problems for the individual in drawing upon his own resources and for the school or social agency which seeks remediating procedures. Youth identifying with their parents will tend to adapt similar social roles and attitudinal patterns. When both a different role and an achievement orientation are required the individual may find both the required behavior and attitudinal patterns completely alien to him. This is essentially the problem which faces alienated youth in the inner-city of Providence.

The school dropout who has limited capabilities either by endowment or by development faces an increasingly difficult situation. Both educational and employment opportunities are limited not only by intellectual and educational deficiencies but also by the attitudinal deficiencies stemming from the home and frequently developed as a compensatory mechanism protecting what is left of self esteem from the failure experiences of the school. Cut off from most employment opportunities, the school dropout drifts into an already over-saturated labor pool. With good fortune steady unskilled or menial employment can be obtained which will gradually lead to the development of salable skills. More usual is the pattern of drifting toward any kind of opportunity which will provide what appears to be satisfaction. When the roles which are adopted lead to delinquency, to acceptance of menial tasks, or to adaptation of a role which is non-contributory and non-work oriented, the individuals have probably escaped from any remediation which can be provided by schools. A major feature in influencing the course which an individual will follow is the availability of alternatives. School and social agencies can provide alternatives which some dropouts will follow. The Providence program suggests such alternatives.

The School Coordinating Service suggested earlier should include in its program the continued identification of those who have left school early. Since society provides few opportunities for socialization of teen-age youth outside of school, guidance counselors need to assist the dropout in finding what opportunities are present. In some cases the dropout may be able to continue social ties through the school. Usually, however, alienation is so complete that both school and the individual are desirous of severing the tie.. If remediation is to occur through the school, the hostility toward the institutions must be overcome.

Schools should maintain programs specifically designed for the re-enrollment of the dropout. Frequently it appears to the dropout that employment opportunities are plentiful. The appeal of money, independence, and a car are sufficient to lull them into a belief that leaving school is a satisfactory alternative. The fortunate dropout is the one who finds that the unskilled are not readily employable and as a result seeks the opportunity to return to school. Schools must be in a position to provide meaningful educational programs to school dropouts who seek further training. In some few instances comprehensive high schools may have appropriate programs. Usually, however, work-related and skill-development training programs are called for. Probably special programs need to be established to handle these situations. Central High School in Providence is well equipped to provide the kinds of programs needed. Coordination with existing facilities can be readily accomplished, if funds are available to set into motion the procedures required.

The problem of retention is a problem only in the fact that pupils do not finish high school. It is not a particular problem that youth do not attend school long enough. Actually, dropouts stay in school, in number of years, almost as long as high school graduates. The problem of retention, therefore, becomes either (a) to see that they are not retarded so much and they thus get the benefit of a high school education before they attain an age when they can leave school, either with or without work permits, or (b) an attraction must be set up to induce them to remain in school past this age of easy leaving. In any case, there is an attraction away from school. This attraction is so strong with some that they leave school before they can do so legally. However, the data indicate that the majority of the school leaving is done under compulsory schooling and work-permit laws. This pull away from school may, because of these factors, indicate (a) actual economic need of the students and/or of his family, or (b) the lack of adaptation of the school to the student, resulting in school failure and/or disinterest in school because of no apparent relation of the program to his own needs and characteristics.

In a study of the holding power rate of 128 large city schools systems - all high school graduates: class of 1963, Project: School Dropout, National Education Association, reported as follows for Providence:

Enrolled in grade ten, public high schools in 1960 - 1973; in 1961 in grade eleven - 1,584; in 1962 in grade twelve - 1,321; number graduating in 1963 - 1,272.

In short, a graduating rate of 64.57% and a dropout rate in the three-year period of 35.43%. This is in sharp contrast to Los Angeles with a graduating percentage of 77.17%; of St. Louis with 75.30%; with Pittsburgh with 75.22%; of New Haven with 78.49% and Hartford with 76.91%.

From grade 10 through high school graduation the loss in Providence in 1960 in grade 10 was 389; in grade 11, 263; and in grade 12 in 1962-63, 49 or a total loss from grades 10-12 of 701.

Providence school authorities report that a substantial number of dropouts, especially in grades 10 and 11 are students resident in the inner-city.

If we look at the number of pupils per 1,000 grade 10 enrollment who graduated in 1963 we find for Providence 803 in grade eleven in 1961; 698 in grade 12 in 1962; and 645 who graduated in 1963. This compares unfavorably with neighboring cities of Hartford with 769; Bridgeport with 769; New Haven with 785; New Bedford with 672 and Fall River with 720.

A comparison of the New England cities with Providence follows:

| | Per cent graduating | Per cent population loss 1950-60 |
|---|---|---|
| Providence. . . . . . . . . . . | 64.47 | 16.6 |
| Boston. . . . . . . . . . . . | 64.10 | 13.0 |
| Hartford. . . . . . . . . . . | 76.91 | 8.6 |
| Fall River. . . . . . . . . . | 72.01 | 10.7 |
| New Bedford . . . . . . . . . . | 76.26 | 6.1 |
| Bridgeport. . . . . . . . . . | 76.94 | 1.2 |
| New Haven . . . . . . . . . . | 78.49 | 7.5 |
| Somerville. . . . . . . . . . | 58.76 | 7.5 |
| Springfield . . . . . . . . . | 76.94 | 8.0 (gain) |

Information has been obtained from the Department of Guidance and Placement in the Providence School Department regarding the 1049 juveniles who, according to their figures, dropped out of school in 1962-63. Thirty-two per cent were from junior high schools chiefly upon the attainment of the age of 16, the minimum legal age for withdrawal. More than two-thirds (715) were from senior high school, 53 per cent of them from the tenth grade. It is significant to note that in a senior high school for which the average number of Negro students enrolled is about 220, the percentage of Negro youth dropping out (21%) is four times greater than the percentage of white students who withdrew (5%).

The level of test intelligence of Providence students dropping out of school reveals the fact that it is the junior high school dropout who, on the average, has the least mental capacity, the lowest skills and achievement, and who leaves at the earliest permissible age.

As indicated earlier, the problem of dropouts is one of the most worrisome now facing schools. It is not, as might be assumed, a single problem, but a whole constellation of problems, some of whose solution does not lie within the province of the schools themselves. The industrial climate of a community, the range of job opportunities for young people, efforts made by employers to attract sixteen-year olds from the classrooms, parental hopes for youth and a desire to insure them a high school education, to some extent the education obtained by parents themselves, opportunities for after school part-time work in the community - are some factors affecting school leaving over which the school has no control. It is obvious that culturally deprived young contribute significantly to the intensity of the problem in Providence as elsewhere.

The economic reasons which young people give for quitting the classroom include a desire to earn money, inadequacy of family income, and need of help at home. These, of course, are not under the control of the school. The school can to some extent minimize economic pressure by reducing costs to students and by helping needy students to obtain part-time jobs, but this is not sufficient alone to assist youth whose parents are in straitened circumstances.

The program of studies which the schools offer youth, the range and depth of curriculum offerings, the quality of instruction, the experience and the skill of instructors, the variety of extra curricula activities, the athletic program, promotional policies, guidance procedures, and instructional methods all have a definite effect on the dropout rate of a given high school. All have their relevance for culturally disadvantaged youth.

Students in their exit-interviews give as reasons for leaving school lack of interest, lack of ability, and unsuitability of the curriculum. The schools can increase their holding power by improving the curriculum, and instruction, and by guiding students into courses in line with their abilities, aptitudes, and interests. These problems, of course, are intensified by culturally deprived youth whose academic and social inadequacies call for specific community action as well as adaptation of the normal school program.

Personal reasons given by students include the attitude of parents, opportunity for a good-paying job, maladjustment, and other reasons such as illness. Here again, the school has no direct control, but it can improve its understanding of student problems and develop better techniques for securing adjustment.

Research now shows some fairly definite symptoms of vulnerability to early school leaving: (1) fairly consistent regression in scholarship from elementary to junior to senior high school, (2) frequent grade failures in the elementary school, (3) high frequency of subject failure, (4) marked regression in attendance from elementary to junior to senior high school, (5) frequent transfers from one school to another, (6) evidence of a feeling of insecurity or "lack of belonging" in school, (7) marked lack of interest in school work.

An attempt at earlier identification of potential dropouts has been made by Bernard J. Buonanno, supervisor of guidance and placement in Providence. His department has developed a 21-point scale to identify students in junior high school or earlier as potential dropouts.

The scale includes academic work behind grade level, poor reading ability, antagonism to school and teachers, irregular attendance, home problems, lack of extracurricular participation and emotional and physical handicaps.

Mr. Buonanno says the scale has been useful to guidance counselors, but he feels the best approach is guidance services in the elementary schools and added remedial teachers to attack the problem at its origin.

Among the specific ways in which the Institute for School Development would assist schools to lessen the dropout rate, especially of culturally deprived youth, would be such measures as:

1. Through research identify the neighborhood social and economic influences which tend to facilitate school withdrawal.

2. Through the socio-cultural index identify the types of individuals, if not the individuals themselves, who are potential dropouts.

3. Assist the schools to compile data on culturally deprived youth useful to them in counseling procedures aimed at deterring youth from school withdrawal.

4. Assist in the establishment of a tutorial service designed to assist alienated youth for whom academic failure is almost certain to lead to withdrawal from school.

5. Assist school personnel in the adaptation of the curriculum to fit more closely the educational needs of culturally deprived youth.

6. Provide in-service training of secondary school teachers in Providence to acquaint them with the problems of alienated youth and to equip them to deal more adequately with youth who require remedial measures.

7. Establish better public support of schools through extended publicity of the problems facing the schools in attempting to adapt the curriculum to the needs of alienated youth.

8. Coordinate the efforts of the Institute for School Development with those of the Employment and Training section of Providence Youth Progress Board in developing guidance procedures and training skills which lead to employment upon completion of school.

9. Experiment with the appointment of part time guidance counselors in two elementary schools in the inner-city to determine their effectiveness in identifying and assisting potential dropouts among the culturally deprived.

## I. Remedial Procedures for Alienated Youth

Alienation of youth to achievement through school success is widespread. Even among the successful college students there is much apathy and hostility toward the demands of school. Probably the dominant culture in the United States today is one which belittles and rejects too much school success. The alienation of youth to education and school success is real. For those whose home background provides encouragement to seek success through school, the alienation can be sublimated and energy directed toward long-range goals. But the alienation, present among all socio-economic groups, can not easily be overcome where the whole visualized life patterns do not include success through achievement. The youth culture contains elements which probably originate in and are perpetuated by those who are non-success oriented. Much of the youth culture is alien to a work-through-success orientation but this comes to completely victimize the individual only when both the youth culture and the non-success oriented culture complement each other. The derogations against achievement, the perorations against achieving and successful individuals come to encompass and control one's whole life when there are no intervening forces.

Youth so victimized will usually be those who drop out of school. Retaining these youth and salvaging them from a meaningless life is not easily achieved.

Treatment can not necessarily rectify what prevention would make non-existent. The problem is to devise programs to which alienated youth can turn when a decision is made to seek a way out of the cycle.

A recurring pattern related to the acceptance of youth culture values is the adaptation of attitudes and values which displace blame from the individual to the impediments to the individual's success. Even when there is an attempt to orient toward long-range success goals, individuals view the unfair system of schools, teachers, and tests as being the causes of an undesired situation. ("I could be more successful if the teachers had given me a fair chance"). It is this syndrome of alienation and lack of long-range goals which is sometimes described as lower class value patterns. These are the very values which must be dealt with. Attitudes can not readily be changed, but there is no hope except that there be opportunities to examine these attitudes and to give honest perspective to what they are and to the influences which they have upon the individual.

Group counseling provides opportunities for dealing with these attitudes. Programs can be established where, under the direction of trained clinicians, guidance counselors and other trained agency personnel can bring these attitudes and values out, not for criticism by adults but for honest examination of them by oneself and by peers.

Carnegie Corporation sponsored projects in Rhode Island directed by Brown University have prepared the counselors in the metropolitan area for this type of counseling. Its Cooperative Motivation Progress has been experimenting with group counseling techniques for students who have sufficient capability to consider education beyond the secondary schools. The techniques appear to be of general use when there are opportunities available for choice. Thus the success of group counseling procedures will depend upon the availability of programs for both the potential dropout and for the dropout who decides to re-embark upon an educational-training program. Success will also depend upon utilizing techniques which can be effective. The values and attitudes which interfere must finally be disposed of by the individual of whom they are a part. They cannot be plucked out and discarded by well-meaning advisors. Group counseling, peer evaluation, and tape-recorded play backs, combined with viable alternatives for action appear to hold some promise.

## J. Development of Programs of School Pupil Behavior Suitable for the Culturally-Deprived

It is proposed that schools experiment with new, ways of studying and controlling the behavior problems of alienated youth. Because of the greater control problem often posed by these disadvantaged pupils, it usually works out that culturally deprived children receive much less instructional time than do children who come from middle-class neighborhoods. The very nature of the typical school organization with its strong emphasis on middle-class values and regimented conduct makes it problematic for these pupils. Most disciplinary measures are applied as the result of infractions of school rules which may impose hardship on pupils whose home and neighborhood lives may tend to emphasise strongly values other than those which the school prizes. In due course coldness, rejection, indifference, enforced conformity, misbehavior, truancy and withdrawal prevail.

It is suggested that one or two schools with large concentrations of culturally deprived children be selected as demonstration centers for the purpose of exploring new and different ways of aiding alienated children and youth to acquire the values and the patterns of behavior that are consistent with the ultimate purposes of the school. Efforts in this direction could be made in an elementary school and a junior high school as pilot projects. Each school would assume the obligation of developing a special program of pupil behavior designed to give culturally deprived children a measure of security, acceptance, and status while they are in the process, often haltingly, of acquiring the values and the modes of conduct which the school approves.

This does not mean that the school should initiate a method for tolerating anti-social behavior; on the contrary, it will accept anti-social behavior only as a basis for ultimate change. To insure this change, the school, through skilled leadership, will set up a series of educative experiences which inch the pupil along to self-directing behavior that the school finally is willing to accept. This will demand a re-ordering of the usual school arrangements and rules for the control of pupil behavior - some of which are hostile to good human relationships and most of which tend to favor the middle-class child over one who is culturally deprived.

For example, the junior high school might well abandon the typical practice of permitting (in fact, encouraging) teachers to send misbehaving pupils in their classes to the vice-principal for discipline at any and all hours of the school day. In its stead the school might institute a system in which any pupil who misbehaved would be referred to an established room in the school, where for the balance of the period, under the direction of a supervisor, he filed a report on his "misbehavior." At the conclusion of the class period upon the completion of the report he would be permitted to resume his normal activities in other classes. At the end of the school day, however, before being permitted to leave school, he would be required to consult with the teacher in whose class he had difficulty during the day. If an adjustment is made satisfactory to the teacher, the teacher notes this and the report is simply filed in the pupil's folder. If no adjustment is made, the report is sent to the office of the vice-principal where proper measures can be taken after both teacher and pupil have apparently exhausted their efforts at reconciliation on their own terms.

For culturally deprived students such a system has obvious merits, for it frees them from scapegoating, gives them an opportunity to be self-directing, and permits them to offer in writing "their side of the case" before summary judgment is rendered by a disciplinary officer removed from the scene. Moreover, the written record of each infraction, along with the pupil's own comments and those of the teachers whom he has offended, offer a measure of the success or lack of success marking his gradual efforts to come to terms with the approved behavior patterns of the school.

It is suggested that this and other methods be tried in an effort to assist the culturally deprived pupil to come to terms with the anticipated role which the school expects him to play.

The importance of experimental behavior programs in the schools which recognize the peculiar difficulties of culturally deprived youth is underscored by the fact that no system of behavior works perfectly even when there are mutually understood and accepted rules of behavior. Even social scientists are perplexed by the subtle processes by which people learn about and externalize norms of behavior. There is agreement, however, on some of the elements which are required in this process.

1. The individual learns what others expect of him.
2. He, in turn, learns what to expect of others.
3. He develops skills to perform this role.
4. He learns rewards and punishments which go with compliance with the rules or with their infraction.
5. He learns a general pattern of conformity; i.e., to follow rules in general.
6. He develops an inner need to perform as expected without outside pressure or control.

When lower class youth, especially in disrupted and unstable families, are exposed in their homes and in their neighborhoods to values and to role models that are distinctly different from those prized in their schools, then the school is under obligation to develop on its own some system of behavior which will educate these youth to behavioral norms which they will seek to achieve. When an individual's expectations, based on his experience, are in harmony with the expectations of the school, then conforming behavior may be anticipated.

The proposed behavior system, to be installed in two schools in the inner-city, will grapple with this problem by adopting one or more of the following courses of action.

(1) Redirecting the experiences and role learning of the individual to bring his expectations closer to those of the school.

(2) Redirecting the control system so as to modify, at least temporarily, its expectations of pupil behavior to permit the student on his own to develop behavior patterns consonant with the school's behavioral norms.

(3) Intervening in both to achieve greater compatability between the individual and the school during the "behavior learning" process.

When culturally deprived students come to know their own role requirements, improve their skills in performing these roles, and develop values which tend to coincide with those of the school - only then is it reasonable to assume they will behave acceptably.

### K. Development of Program of Home-School Coordination for Selected School Locations

The availability of the socio-cultural census data,coupled with released time for school personnel with sufficient resources, makes it possible to draw upon all agencies in planning and implementing educational and socialization activities for deprived youth. Resources are also needed so that the home can be restructured to provide positive forces whenever this is possible. Frequently youth who successfully cross into the achieving culture will do so in spite of home influences. Particularly at early ages resources are needed for the home so that the child will be able to participate in available programs. The plan suggested envisages existing agencies maintaining home contacts for the early years of childhood. When the child becomes of nursery school age, home contacts are needed to assure that the child is allowed to participate.

School contacts with the home now come from school nurses and attendance officers. These contacts need to be coordinated into the educational processes of the school so that the team which constitutes the personnel of the school can come to perceive and understand the life the child leads and to understand those things which give meaning to each child's life. If home contacts are to be continued through school nurses and attendance officers then there is need for both continued training and increased communication channels. Whoever constitutes the home contact team need to see themselves as arms of the educational system.

At early school age levels, school nurses and school social workers probably best serve in coordinating home and school. At later grade levels possibly as early as grade four the functions of attendance officers, school social worker and school nurse need to be combined into one person. The suggestion here is that this be the guidance counselor. Combining functions does not mean that health and disciplinary functions will be assigned to the guidance counselor. Rather what is indicated is a reversal of the tendency to expand attendance and nurse functions to include many concerns beyond strictly health and discipline. This extension of these functions probably has tended to fragment the child so that while many people have much concern, there is no one person who has the main concern. Home-school coordination can only be achieved by centering the concern for a particular child in one professional employee.

# BUDGET FOR THE INSTITUTE FOR SCHOOL DEVELOPMENT

| | | |
|---|---|---|
| **Professional Staff** | | |
| Director | $ 13,000 | |
| Assistant Director | 10,000 | |
| School Coordinators (2) | 16,000 | |
| Community Coordinator | 7,000 | $ 46,000 |
| **Clerical Staff** | | |
| Secretary | $ 5,000 | |
| Typist | 4,000 | |
| File Clerk | 3,000 | $ 12,000 |
| **Consultants** | | |
| 50 days @ $100 a day | 5,000 | 5,000 |
| **Field Workers** | | |
| Part-time Assistants, redeployed teachers, 1000 days at the rate of $30/day | $ 30,000 | $ 30,000 |
| **Other** | | |
| Insurance, F.I.C.A. | $ 3,000 | |
| Office Supplies & Postage | 2,000 | |
| Telephone | 1,500 | |
| Building Rent | 3,000 | |
| Equipment | 2,000 | |
| Travel | 1,800 | |
| Rental of Furniture | 2,000 | |
| Maintenance | 3,000 | $ 18,300 |
| **Demonstration Projects** | | |
| A. Conferences on Educational Needs of the Culturally Deprived | | |
| Reimbursement to schools for use of facilities | $ 500 | |
| Fees for speakers to suggest program specifics | 4,000 | |
| Travel for speakers | 500 | $ 5,000 |

### B. In-Service Training Institutes for Teachers and Teacher Aids

| | | |
|---|---|---|
| Direct Compensation for school and social agency staff or to schools for expenses of redeployed teachers and teacher aides | $ 10,000 | |
| Fees for speakers | 3,000 | |
| | | $ 13,000 |

### C. Program of School Coordinating Service in Selected Schools

| | | |
|---|---|---|
| Direct compensation to redeployed part-time teachers, counselors, and other specialized personnel | $ 16,000 | $ 16,000 |

### D. Pre-School Programs for Pupils and Parents

| | | |
|---|---|---|
| Program Specialist | $ 7,000 | |
| Consultants | 2,000 | |
| Travel | 500 | |
| Use of School Facilities | 1,000 | |
| | | $ 10,500 |

### E. Curricular Innovations at three School Locations

| | | |
|---|---|---|
| Compensation for redeployed teachers | $ 45,000 | |
| Travel to other states to observe experimental practice | 1,000 | |
| Supplies, equipment | 8,000 | |
| | | $ 54,000 |

### F. Evening Tutoring Programs for Adolescents at Selected School Centers (Demonstration Project)

| | | |
|---|---|---|
| Coordinator | $ 2,000 | |
| Part-time teachers (12) | 8,000 | |
| Equipment, Supplies | 2,500 | |
| Use of School Facilities | 3,000 | |
| | | $ 15,500 |

3

| | | |
|---|---|---|
| . Extended Counseling Services in the Public Schools | | |
| Compensation to Counseling staff for extended services in selected school situations 15 @ $1,000 | $ 15,000 | |
| | | $ 15,000 |
| . Special Programs for School Dropouts | | |
| Dropout Coordinator | $ 4,000 | |
| Compensation to counseling staff for extended service 6 @ $1,000 | 6,000 | |
| | | $ 10,000 |
| . Remedial Procedures for Alienated Youth | | |
| 8 area youth workers (part-time) | $ 8,500 | |
| Travel | 600 | |
| | | $ 9,100 |
| . Pilot Programs of School Behavior | | |
| 12 redeployed teachers @ $2,000 | $ 24,000 | |
| Coordinator | 6,000 | |
| | | $ 30,000 |
| . Home-School Coordination | | |
| 4 part-time field workers @ $2,000 | $ 8,000 | |
| | | $ 8,000 |
| OTAL BUDGET FOR SCHOOL DEVELOPMENT .................... | | $297,400 |

# VI. THE READING INSTITUTE

## Introduction

To meet the needs of the culturally deprived whose home experiences are so limited that they enter schools in the inner-cities with inadequate backgrounds to begin normal instructional programs, major new facilities and talent must be procured in Providence. There are, at present, in Rhode Island some remedial reading teachers and associated with Rhode Island College are several highly-trained reading specialists. There is, however, no reading clinic, or other specialized reading facilities in Providence such as exist in some cities and customarily are associated with local universities. While there have been several community and citizen-sponsored groups in Providence providing tutorial assistance to schools in depressed areas, these programs have suffered because there is no established resource to which they can turn for the kind of professional assistance needed to deal with the specialized problems of reading which grow out of cultural deprivation.

Surely if there is to be any significant change in the recurring cycle of deprivation it can only come about because children who enter school are prepared by their previous experience and training to embark with equal footing upon a basic reading program. Schools in the inner-city not only must provide equal opportunities for beginning school children; they must also build programs which enable those students who fail to make normal reading progress to improve themselves to the point where they can reasonably profit from the existing school programs. No simple solution will bring about such a change overnight, but the problems cannot begin to be even approached until there is in Providence a reservoir of competent specialists who can provide the knowledge and leadership which will prepare teachers in the inner schools to cope effectively with the problems of inadequate motivation, language handicaps, and reading incapacity.

The Reading Institute is probably the single most important resource which must be brought into existence, for all other preventive and remediative measures in the long run will hinge upon its success. There is no longer much doubt that children of widely different capabilities and backgrounds can and do learn to read before entering school. Durkin's work at Columbia has clarified the older viewpoint that reading was dependent almost wholly upon mental age. The programs of the Reading Institute are premised upon the assumption which her work tends to substantiate that many, perhaps all children, can make normal reading progress when they have developed a conceptualization of the relationships between symbols and sounds.

The proposal for the Reading Institute is eminently simple. Surround a top reading specialist with a team of assistants. Provide adequate funds. Assign him to the problem. Translate into practice in schools in the inner-city methods and materials for which his clinical findings warrant employment in the case of severely limited children who come from slum areas.

## Functions of the Institute for Reading

A. In-Service Training Institutes for Teachers and Teacher Aides.

The need for teachers to understand how a child or youth can be helped to come to terms with himself has been described in the overview of this proposal. When teachers are able to come to terms with themselves and understand their own role in the social milieu, they will have taken the first step in development which will make it possible for them to deal with the children of poverty and cultural deprivation.

Well-intentioned, well-integrated, sympathetic personalities are qualities to be desired in teachers, but without the technical competence to teach, such personalities can hardly be effective. Probably it is not even a moot issue whether given the choice one would not select the person with the technical competence.

Under the auspices of the Institute for Research it has been proposed that teachers participate as field workers in data collection for the socio-cultural census. The Institute for School Development will conduct training sessions for teachers and teacher aides to assist in the development of those cross-cultural understandings which are so much needed in Providence. The Institute for School Development will also be responsible for the administration and implementation of any training programs which are called for in the total proposal. There will be then in the In-Service Training Institutes for teachers and teacher aides a close liaison between the Reading Institute and the Institute for School Development.

Construed in the narrowest sense, the role of the Reading Institute will be to plan the appropriate programs and techniques of reading which are to be utilized in the educational program in schools in the inner-city. Planning, however, which does not include means of implementation is seldom fruitful. Problems of implementation can best be understood and appropriate replanning undertaken when the planning agency is directly involved with the actual operation in the schools. The Reading Institute would, therefore, be involved in the training of teachers. It would provide the professional teaching staff and be responsible for the procurement and development of the curriculum materials and methods to be employed in schools in the inner-city in combating reading problems of the culturally deprived.

It is not proposed that the in-service training programs simply provide broad discussions dealing with so-called reading problems or problems of the culturally deprived. On the contrary, this is a proposal which calls for direct action. It is a proposal intended to draw out and create resources and to solve specific problems in specific schools. As such, the training programs might, at times, fall outside the purview of the Reading Institute. Still, there is such a crucial need to develop reading resources for the culturally deprived that, at least initially, the Reading Institute will have a primary responsibility for such program development and training.

Reading concerns will be on the two levels of prevention and remediation. Each of these requires different kinds of training programs involving different personnel.

Under prevention comes the suggested Pre-School Program for Pupils and Parents. This proposal calls for the reorganization of existing nursery school and pre-nursery school programs in Providence which are currently being conducted by private agencies. Suggested also, is the possibility that some existing private nursery schools can coordinate their activities so as to assist in providing for those in need of new programs. Also indicated is the need to develop totally, new nursery school programs in inner-city neighborhoods. The preferable organization for such new nursery schools would be to incorporate them into existing organizational structures either public or private. They might be organized as part of Providence public and private schools. They might be organized by providing support to existing nursery schools to enable them to expand their educational offerings, or they might be organized by providing funds to social agencies or to public and private school systems so that expanded programs would become available. In every case, however, there will be a need for a coordinated program which will articulate the pre-nursery and nursery school programs to existing kindergarten and first-grade programs in the inner-city. It will be the responsibility of the Reading Institute to draw up the specifications of the needed programs, to work with the Institute of School Development in the resolution of the plans so that the various schools and agencies each develop clear-cut programs. Finally, the Reading Institute will plan and implement the needed teacher training procedures. It should be understood that the Institute for School Development might well be asked, however, to contract with an educational institution to undertake the actual training program under the direction of the Reading Institute.

As preventive measures there would be the curriculum innovations in reading which would be undertaken in the early school years. If there are to be radical new departures in the approaches to beginning reading in inner-city schools those engaged in the undertaking must be thoroughly trained to utilize new approaches.

Paradoxically, it may be that the most extensive training will be needed when the curriculum innovations are the least different from current practice. If, for example, ITA were to be introduced there would need to be an extended series of training sessions designed to equip teachers with the new approach. Since that program would require a wholly new way of attacking the reading problem teachers will tend to follow the new procedures. It is when the curriculum changes are less dramatic that the teacher may tend to blend previous practice with new innovations and in the process fail to incorporate some of the critically needed changes. Thus even though changes in approaches to reading may appear to be not dramatically different from current practice, in-service training will play a critical role in bringing about the needed changes.

For remediation the primary means will be the Reading Clinic which will be directly operated by the Reading Institute. It will be advantageous, however, to provide some limited in-service training for selected teachers in the elementary school whose background and experience might enable them to conduct remedial classes in reading as part of their regular classroom activities. This activity will be coordinated with the remedial reading teachers in the Providence School Department and with those teachers involved with remedial reading in the non-public schools.

There will be, then, experimental reading programs being conducted at pre-nursery school, nursery school and at primary school levels. At each level training programs will be developed so that both the professional staff and teaching assistants will become thoroughly cognizant of their role in the program so that they can be trained to apply the appropriate learning techniques.

For the professional staff it is suggested that modest compensation be furnished for attending training programs. The compensation could be provided either by a reduced teaching load or by actual payment of a stipend. The former is to be preferred because it provides for sufficient concentration of effort to make the training program adequate. It also provides the means whereby additional staff can be early brought into the project and trained to begin a full-scale program. Hence the schools and agencies might overstaff by perhaps five to ten per cent where new programs will be introduced so that the staff can have sufficient time to participate in training. The cost differential would come from the stipends paid for attending the In-Service Training Institute.

Many volunteers will be needed partly to assist teachers in the pre-school aspects of the program, but primarily to undertake individual work with children and with their parents. These teacher aides would not be part of the professional staff, but in some instances it might be necessary to provide some compensation even though they are essentially volunteers. The program might enable them to request grants in aid to cover costs of attending the training programs or later for work in the programs. Thus grants in aid might be established to cover costs of transportation, out-of-pocket costs, and when appropriate, home-care expenses for children.

### B. Pre-School Program for Pupils and Parents

#### 1. The Pre-Nursery School Level

The purpose of the pre-nursery school level is to provide enriched experiences for every deprived child either through the home or by guided experiences outside the home. There are agencies now in Providence which in part provide such programs. Other agencies working with deprived children could be recruited to participate with the very youngest age child. This proposal calls for an organized pre-nursery school experience for every child living in the inner-city. The organized pre-nursery school would also be supplemented by a home contact program organized around existing agencies and staffed primarily by volunteers.

The purpose of the pre-school program is to assure that every child receive adequate socialization during his early years. Perhaps more important is the purpose of providing adequate environmental stimulation of a kind which will insure maximal cortical development during this early period. All children require this socialization and this cortical stimulation if their growth is to be normal in our culture; without it there will be inadequacies in the development of an adequate striving self and it is assumed an arresting of intellectual growth.

The Providence program would be designed to place the initial responsibility upon the home. Through home visitations parents would be helped in providing enriched home experiences. They would be urged and assisted in reading to young children. They would be helped in selecting play material suitable for maximizing the development of the child. From home contacts, knowledge would be acquired as to where there were the most inadequate situations so that special attention could be directed toward these homes. Where the barrier to adequate home environment is only education, parents would be provided with assistance through educational programs.

There are two causes for child deprivation. One is due to neglect through ignorance and lack of concern. The other is due to neglect through efforts of economic survival. Frequently young children are left at home unattended or with a pre-school child in charge to await the arrival home of a school-age child to procure their meal or to tend them for the rest of the day. Day care centers have not been proposed, but there may be a need to broaden the scope of the pre-nursery school program to make this possible in some cases.

It is not quite evident whether the pre-nursery school program should engage in educational activities beyond those which are well established as effective techniques. Beyond the normal socialization activities of free play and involvement in gross motor play, good practice has come to include some symbolization acquired through expressive activities of painting, finger painting and clay and block play. There is also the use of picture stories and the use of pictures to identify ownership of clothes, or identification of story books and records. Certainly some current literature would suggest that there be at least rudimentary symbolic representation of objects during this very young age (The picture of the tiger which identifies a child's coat hook might also bear the label TIGER). This would not negate the possibility of experimenting with more formal symbolic work following the experimental procedures of O. K. Moore.. Such experimental approaches are not proposed on a wholesale basis. In fact to suggest the possibility holds the danger that over-emphasis will be placed on such an approach or worse that untrained people will engage in such an approach without providing the necessary foundations which are crucial.

Still, there are possibilities here which should neither be ignored nor neglected.

2. The Nursery School Level

The program for the nursery school level is not different in its formal aspects than that proposed for the pre-nursery school level except that the program would follow the expected changes because of increased maturity. Existing nursery schools follow different organizational patterns in Providence. Some are organized and operated by social agencies or settlement houses, while others are informally organized by neighborhoods, community groups, or employment groups. It has been proposed that the social agencies redirect their efforts to fulfill the needs at the pre-nursery school level and that existing nursery schools expand or new groups be created. Nursery schools tend to recruit along social class lines. This tendency probably cannot be drastically changed. Still many neighborhood groups are anxious to include some children from different backgrounds. It is proposed that this selection be encouraged by the program, and that children brought into existing programs be selected so that they will benefit from whatever practice prevails. There are a number of nursery schools which utilize their facilities on only a partial basis. Attempts will be made to have such facilities utilized full time either by the existing group or by renting the facility during off hours to a second group.

There are some areas of the city where those neighborhoods in which the nursery school flourishes are contiguous to the inner-city. With very careful planning and coordination such schools and/or their facilities might accomodate less than half of those children in need. For the remaining children and in other sections of the city new programs would be required.

The establishment of such programs would fall within the jurisdiction of the Institute for School Development. The curriculum and organization would be handled by the Reading Institute. These nursery school programs might be established within the auspices of several different groups. The parochial school system does not at present have kindergartens nor does it have much if any idle plant nor personnel reserves. Hence, it is unlikely that it will choose to sponsor a portion of this program. There will need to be much coordination between the nursery school program and the public school kindergarten program. It might be argued that the entire jurisdiction fall to the public schools. Certainly these schools will be much involved for they will undoubtedly provide much of the housing. The population decline particularly in the inner-city has left many partially-filled schools. While these are not always in locations appropriate for the nursery program, it is anticipated that there will be little if any need for procurement of space facility. There is also the possibility that some of the social agencies will continue their nursery school programs or will initiate new ones.

The multiple organization for this aspect of the program might make it appear that the proposal calls for a nursery school program without regard for type of activities undertaken. This is not the case. What is envisaged is that there will be a variety of programs available and that children will be selected to attend programs which are suitable to their needs. Private nursery schools which wish to participate may not be willing or able to adapt their programs to the particular needs of the deprived youngster. However, careful screening may make it possible to suggest to the school possible candidates who would benefit. Hence, it is with those existing schools who wish to initiate wholly new programs or in the new programs created by the project that there would be majorinnovations from existing practice. It is probably worth noting that nursery programs show wide divergence in actual practice even though operating under what might be termed standard practice. Teachers seem to cause more divergence in actual practice than does a philosophy as to program. Both in placement in existing programs and in the design and implementation of new programs this variable will be recognized. Frequently the major dimension of concern at this age is control versus freedom and it is to this that reference has been made. The major innovations would not be involved with this dimension but rather with the development of pre-reading skills. In placing this emphasis on the proposal it does not imply that there is a lack of concern for the role of pre-school programs in the development of socialization; rather, it is to reiterate that socialization is not enough. In the pre-nursery program there has been an emphasis upon the development of an embryonic understanding of the symbolization of the culture. It is this understanding which must be enhanced and developed so that it can be brought to fruition in the following years.

Perhaps it needs to be restated that there is no grand plan for dramatically providing each child with the needed pre-reading skills. Some teachers have always been effective in leading children to an increased awareness of the more complex modes of communication without ever introducing any formal lessons in the alphabet or in phonics. This is what is proposed to be encouraged in whatever ways are feasible. In some instances and on an experimental basis some children will utilize the various techniques of early symbol learning. O.K. Moore has already been mentioned in the pre-nursery program. The similar approach now under experimentation at Freeport, New York is another possible innovation.

It is estimated that the total number of children who will need to be served is approximately three hundred fifty at each age level.

### 3. The Kindergarten Level

It is problematic whether once prevention measures have been incorporated into the child's experience new kindergarten programs will be needed. If they are, their activities would be an extension of that already spelled out in the pre-nursery and nursery proposals. There is currently a need to recruit parents to enroll children in kindergarten and to make certain once enrolled they remain. The parental contact made by the volunteers will need to include, in the initial years, the parents of kindergarten children.

In the first year and possibly two years, special kindergarten programs should be established. The public schools operate half-day kindergartens at present with one teacher taking two half-day sessions. In proposing to continue that without change, it should be acknowledged that other alternatives are equally feasible and might at a later time prove to be more desirable. It may, however, be most advantageous to place the child in the type of school situation which he will encounter in future years while providing him with an added experience which will bring him as near to his more fortunate contemporaries as possible.

To initiate a new kindergarten program which if preventive measures are successful would only continue for a span of two years creates personnel difficulties. However, such a program might not have such an abrupt termination. Instead it might gradually taper off reducing in size as some children step into the normal school pattern while others continue with their enriched and extended program. In this case the personnel trained for the special program might be accommodated by the normal replacement rate.

It is proposed that a full day's kindergarten be provided for the deprived children. One half of the day being in attendance at the regular public school kindergartens and the other half in a special new program. The type of activities which would be included at the kindergarten level have been sufficiently detailed under the pre-nursery and nursery school programs that they will not be reiterated. It will be necessary, of course, to recognize that the kindergarten program will be changing during the first three years for otherwise there might be considerable duplication of experiences.

### C. Pilot Demonstrations of Curricular Innovations
### (Reading)

As with the previously-described programs of the Reading Institute there are programs for prevention and programs for remediation. But scant attention will be paid to remediation problems for the procedures to be followed are well known if not fully utilized. It would scarcely suffice to argue that when prevention fails remediation is fruitless although it almost appears that in the large majority of cases this is a defensible position. This proposal will include a suggestion that the Reading Institute become a clinic for the diagnosis and treatment of special reading problems. Its resources would be greatly over burdened if the schools did not expand their remedial programs. The Providence schools devote far too few resources to remediation problems in reading.

Remediation is of two kinds. The first involves individual diagnosis and treatment which can best be handled by trained specialists. The most desirable procedure for fulfilling this need would be to have the schools provide sufficient trained personnel for whatever individual work is needed. Except in unusual circumstances they would have reading specialists able to diagnose all but the most unusual problems. The Reading Institute would provide those resources able to deal with unusual cases and would be the needed referral agency. It would also be a coordinating and training agency so that there would be a concerted and knowledgable approach. It may be that the Reading Institute will have to assume more responsibilities than here proposed for the lack of remedial reading teachers is a critical gap. Remediation also involves the classroom and its concomitant administrative procedures. During the initial years there will be a need for special teachers and special reading programs to assist those who have failed to make normal progress. Such programs should, of course, be standard practice now. Schools do, of course, urge all teachers, even of higher elementary level to be teachers of reading. Frequently the design of programs which in fact make upper level grades able to teach reading involves so much staff reorganization or require the services of staff specialists who are unavailable that it becomes beyond the capabilities of the schools to make it possible. The most desirable form of reading remediation is to have special elementary sections where the teacher's primary assignment is to teach reading. The teacher must, of course, be specially trained. In the section of the Providence proposal where the various program activities are presented, the problem of teaching reading was discussed with an emphasis placed on the self-concepts which children develop as a result of their failure to make normal progress in reading. This is a critical problem. Remediation becomes increasingly difficult with increasing years of unsuccessful reading experiences. Thus the design of the program should be to place heavy emphasis upon reading programs in the early years so that the number of children still requiring what is primarily initial reading programs beyond the fourth grade level is rapidly diminished.

In the pre-nursery, nursery, and kindergarten programs there will be the emphasis on reading which hopefully will make it possible for the large majority of children to make normal reading progress at the first grade level. It would be to negate all of the evidence of differential maturity and intelligence to suppose that this will in fact be the case. Some children can make far faster strides than others. There are various arrangements which can be made which tend to bring children into the formal reading situation where normal progress can be expected. One procedure is to allow some children an extra year of kindergarten or nursery school. Some schools conduct special first grades which cover a span of two years rather than one. Some elementary schools utilizing team teaching and ungraded classrooms follow such a precedure. The goal to be achieved is obvious and clear cut. Whatever administrative arrangements are used they should serve to fulfill the goal. It may even be that an arrangement where there is a second pre-school year and in addition, a planned two-year first grade program would be desirable in some cases. There is, however, no one program suitable for all children. It is by careful considerations of all facets of a child's social, emotional, and intellectual growth that teachers can make appropriate placements. One cannot, of course, provide placement except that there be true program alternatives.

It is proposed that such an organization be established. It is the long-range plan to achieve both prevention and remediation. It should be established in the first year and allowed to operate solely for the early age groups. There will, of course, be many older children now in need of remediation. Special programs should be established for these children. Proposed has been the establishment of special sections. This is one of several choices all of which have only limited merit. It is also possible to provide enriched programs as adjuncts to regular classrooms where the enrichment would be primarily remedial reading. Another possibility is to utilize after-school programs which are primarily tutorial.

The teaching of reading has been a controversial subject in the United States for at least several decades. There is not agreement as to what is the most effective procedures to follow although there is probably far more agreement than is indicated from an examination of the literature. The assumption seems justified that controversy continues because there is no one procedure which will guarantee success in every case. It will, of course, be the task of the Reading Institute to plan and design the appropriate curricula in reading. It would serve little purpose to make _a priori_ judgments as to what should be done.

The Ford Foundation sponsored experiment at

Lehigh University which utilizes the Initial Teaching Alphabet following the work of I. J. Pitman indicates that there may be advantages to such procedures. Similar programs which follow somewhat the Pitman approach, controlling the sound as well as the symbol but which do not augment the alphabet may be fruitful. Durrell's work in the teaching of auditory discrimination and team learning both in initial reading experiences and in remediation would certainly be one approach to be followed.

Still other approaches should be considered. These include the language experience programs of Van Allen and Lee in San Diego and the Richards Gibson materials developed at Harvard for slow-learning children and adult illiterates and currently being utilized at Del Mar, New York. The Wenkart Phonic Readers also indicate a direction which should be explored. Hopefully the research programs in reading now under way by the U. S. Office of Education will make it clear which of these approaches will prove to be most efficacious.

## Organization of the Reading Institute

It is proposed that the Reading Institute and the Institute for Research have similar types of organization. The most desirable procedure would be to have a college or university provide the base of operations. While the Institute for Research might become an adjunct of the State Education Department, this would not seem to be a feasible arrangement for the Reading Institute. It is also possible that the Reading Institute. It is also possible that the Reading Institute become a center established solely for the purposes of carrying out the terms of the proposal. With the Institute for Research such a procedure might be workable although probably less desirable than having it part of a college or university. There are some characteristics of the Reading Institute which seem to make it quite imperative that it not only be associated with a college but that the college be Rhode Island College, which is the institution in the State which is largely devoted to teacher training.

There is a danger that the purposes of the Reading Institute become diverted for it may not necessarily supplement educational programs designed to prepare teachers for the classroom. On the other hand, all teachers, but especially the primary grade teachers should know not only what constitutes an adequate program of classroom activities but also be thoroughly familiar with the diagnosis and remediation of reading difficulties. The Reading Institute can assist the Rhode Island College program in accomplishing to a higher degree what they already in part achieve.

Rhode Island College is suggested as the sponsoring institution, however, because it can best assist the Reading Institute in carrying out its purposes. Programs and staff flourish in an atmosphere of professional competence and concern. To isolate the Reading Institute from those who already have a primary commitment to this area would not only deny the opportunity for exchange of knowledge, but would block a channel of communication which is critical for the success of the program. Rhode Island College has already established much of the needed relationships with agencies and schools. It will be through these already opened channels that the various phases of the program will be implemented.

The staff of the Institute would consist of a director who would have a thorough understanding of the problems of teaching reading. He should be qualified in the design of reading programs in the primary school years and thoroughly cognizant of new experiments in pre-school reading. He should be qualified in the diagnosis of reading problems. Either the director or assistant director should hold a degree in clinical psychology.

The qualifications of the assistant director would be similar to the director. Since the director will presumably be responsible for administrative organization including direct work with schools and agencies, the assistant director should be responsible for the Reading Clinic and would need to possess abilities for diagnosis both of reading problems and emotional disorders. Psychiatric assistance will be obtained on a consulting basis.

A specialist in pre-school education will also be needed. Preferably this position is filled with someone cognizant of the dual role which pre-school programs can achieve. A background in reading and research would be desirable even though the primary responsibility will be in administering and supervising pre-school programs.

Two staff psychologists will also be needed for permanent professional staff. Qualifications for these positions might vary somewhat. Clinical assistance will be needed for the Reading Clinic. Also needed will be staff members who can confer with teachers on individual problems providing assistance both for the operation of overall programs and for diagnosing and advising on problem cases.

A staff curriculum librarian will be needed.

The field workers needed for work with parents will be recruited from teachers on agency staff and assigned on a part-time basis. Schools may wish to make joint appointments with the Reading Institute to provide sufficient staff time for the field work.

A clerical staff of five will be needed.

There will be a staff of 12 nursery school teachers. Some pre-nursery school teachers may be needed depending upon the ability of agencies to fill this need. Budget reflects one half the cost of these needed staff members. Also needed will be additional kindergarten teachers to staff the extended program.

ES:gd
10/64

## Budget for the Reading Institute

| | | |
|---|---|---|
| Professional Staff | | |
| Director | $ 13,000 | |
| Assistant Director | 10,000 | |
| Psychological Assistants 2 @ $9,000 | 18,000 | |
| Pre-School specialist | 8,000 | |
| Curriculum librarian | 6,000 | |
| | | $ 55,000 |
| Clerical Staff | | |
| Executive Secretaries (2) | $ 10,000 | |
| Typists (2) @ $4,000 | 8,000 | |
| Accountant | 5,000 | |
| | | $ 23,000 |
| Consultant Services | | |
| 20 days @ $100/day | $ 2,000 | |
| Psychiatric 250 hrs. @ $20/hr. | 5,000 | |
| Part-time Assistants-field workers equivalent of 500 days at the rate of $30/day | 15,000 | |
| | | $ 22,000 |
| Operational Expenses | | |
| Pre-nursery school program. Support for 15 double session pre-nursery school programs. Assistance to agencies or instructional salaries @ $2,000 average per program | $ 30,000 | |
| Supplies, experimental teaching equip. | 10,000 | |
| Support for 12 double session nursery schools or the equivalent and 6 double session kindergarten extensions -- Teacher salaries, 18 at the rate of $7,500 maximum | 135,000 | |
| Supplies, equipment | 20,000 | |
| Operational expenses-janitorial services, light, heat, etc. | 20,000 | |
| | | $215,000 |
| In-Service Training Institutes<br>Compensation for part-time teachers 50 teachers @ $600 | $ 30,000 | $ 30,000 |
| Dislocation expenses | 3,000 | |
| | | 3,000 |
| TOTAL ................ | | $348,000 |

## VII SUMMARY BUDGET

| | | |
|---|---|---|
| A. | Institute of Research | $ 190,000 |
| B. | Institute for School Development | 297,400 |
| C. | Reading Institute | 348,000 |
| | TOTAL...................... | $ 835,400 |